REPORT RESUMES

ED 019 562 AC 001 911

PERSPECTIVES IN ADULT BASIC EDUCATION FOR ADMINISTRATORS, PROCEEDINGS OF THE ADULT BASIC EDUCATION ADMINISTRATORS' WORKSHOP (NORTHERN ILLINOIS UNIVERSITY, DEKALB, 1967).

BY- GOERING, OSWALD H. STOTTS, MICHAEL J.

NORTHERN ILLINOIS UNIV., DE KALB

PUB DATE 67

EDRS PRICE MF-$0.50 HC-$4.60 113P.

DESCRIPTORS- *ADULT BASIC EDUCATION, *PROGRAM ADMINISTRATION, *EDUCATIONAL METHODS, *INSTRUCTIONAL STAFF, *PROGRAM PLANNING, INTERAGENCY COOPERATION, JOB TRAINING, HEALTH EDUCATION, COUNSELING, INSTRUCTIONAL MATERIALS, FEDERAL AID, CORRECTIONAL EDUCATION, CASE STUDIES (EDUCATION),

PAPERS FROM THIS 1967 WORKSHOP FOR ADMINISTRATORS IN ADULT BASIC EDUCATION DISCUSSED NUMEROUS ASPECTS OF THE FIELD--FEDERAL AID, TEACHER ATTRIBUTES AND REQUIREMENTS, TASKS AND OBJECTIVES OF ADULT BASIC AND CONTINUING EDUCATION, PRINCIPLES OF ADMINISTRATIVE CONTROL AND DECISION MAKING, THE FINANCING AND BUDGETING OF LOCAL PROGRAMS, TEACHER SELECTION AND ORIENTATION FOR ADULT BASIC EDUCATION, PROFESSIONAL AND NONPROFESSIONAL STAFF DEVELOPMENT FOR A MILWAUKEE INNER CITY DEMONSTRATION PROJECT. ALSO DISCUSSED WERE A CURRICULUM DESIGN MODEL BASED ON INDIVIDUAL PROGRESSION, THE EVALUATION AND SELECTION OF PROGRAMED MATERIALS, OBJECTIVES OF TESTING, ELEMENTS OF EFFECTIVE COUNSELING, THE ROLE OF ADULT BASIC EDUCATION IN JOB TRAINING PROGRAMS FOR CHICAGO WELFARE RECIPIENTS, STEPS TOWARD COOPERATIVE PLANNING AND PROGRAM COORDINATION IN ILLINOIS, ADULT HEALTH NEEDS, AND INNOVATIVE ADULT EDUCATION PROGRAMS WITHIN THE ILLINOIS PENAL SYSTEM. CASE MATERIALS ARE ALSO CITED ON ADULT BASIC COUNSELING SERVICES OF MILWAUKEE VOCATIONAL, TECHNICAL, AND ADULT SCHOOLS. THE DOCUMENT INCLUDES CHAPTER REFERENCES. (LY)

ED019562

Perspectives in Adult Basic Education for Administrators

Goering · Stotts

Perspectives in Adult Basic Education for Administrators

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

AC001 911

PERSPECTIVES IN ADULT BASIC EDUCATION FOR ADMINISTRATORS

OSWALD H. GOERING
MICHAEL J. STOTTS
Northern Illinois University
DeKalb, Illinois

PROCEEDINGS OF THE ADULT
BASIC EDUCATION ADMINISTRATORS'
WORKSHOP at NORTHERN ILLINOIS UNIVERSITY
in cooperation with the NATIONAL UNIVERSITY
EXTENSION ASSOCIATION

Library of Congress
catalog card number: 67-31530

Printed at DeKalb, Illinois

First printing, 1967

FOREWARD

It was Abraham Lincoln who told us that we cannot as a nation remain half slave and half free. In the contemporary world we cannot remain strong as a nation as long as we have a large portion of our population only half educated. In the United States we are plagued with an annual dropout of one million boys and girls from our schools, a number equal to those children who enroll in elementary and secondary schools in September but who have dropped classes by June. These become our 'adult illiterates'. Senator Vance Hartke, who has taken so vital an interest in adult basic education, reminds us that 60 million adults in our country have not completed their schooling.

Northern Illinois University through its Division of Adult Education looks on the task of training people for the professional field of adult education as having a high priority. Through summer workshops for administrators and teachers of adult basic education, our programs are designed to upgrade skills, foster new insights and provide a forum for the sharing of ideas. The improved effectiveness of our public school adult educators remains as our goal.

The summer of 1967 was a propitious time for a workshop dealing with problems of basic education; it was a summer frought with racial disturbances, riots, and violence. It may be that the heroes of continuing progress are within the ranks of education; with patience and persistence and in the knowledge that we have the tools for learning and the improvement of society, we may help being to fruition a creative and peaceful world of which our children can be proud.

Roger W. Axford
Director of Adult Education
Associate Professor of Education
Northern Illinois University.

PREFACE

While government officials and public school educators at all levels of administration currently seek a rationale for large expenditures of monies for poverty and training programs, the papers contained in this book offer some provocative insights into the related problems of illiteracy and undereducation among adults. These discussions are, in part, an argument in favor of continued support for adult basic education. The presumptive evidence is eloquent testimony to adult educators who recognize basic education as one of the most promising avenues for attacking the root causes of poverty and for increasing the numbers of a literate electorate in this country.

Knowledge is additive; for this reason the presentations included here will be an important addition to the literature in adult basic education. It is to the student of basic education for adults and the practitioner in our adult programs that we address this book.

Several papers contain capsulated case studies 1.
from their authors' files. Most are written with a
view toward assisting administrators in the decision- 2.
making process in the schools. At least four papers
offer the reader a probing analysis of issues within 3.
the broader fields of educational administration and
curriculum theory.

An educational undertaking of this proportion has to be the result of a combined effort. We owe our greatest debt of gratitude to the men and women who administer adult education in the five state departments: Miss Charlotte Martin, Wisconsin; Mrs. Rosemary Pattison and Mr. Walter Penrod, Indiana; Dr. Ferris N. Crawford, Michigan; Mr. R. A. Horn and Mr. John Miller, Ohio; and Mr. Thomas W. Mann and Mr. Clark Esary, Illinois. Dr. Roger Axford, Director of Adult Education at Northern Illinois University, was extremely helpful in the planning of the workshop. His knowledge of the subject and of the people who work with adult programs proved an invaluable source of aid in the selection of faculty and topics. Special recognition is extended to Dean Virgil Alexander, College of Continuing Education at Northern, for his constant encouragement and support of the summer workshop.

We also wish to express our appreciation to the staff associates for their dedicated service to the workshop: Messrs. Jack Bobay, James Gillen, Robert Green, Keith Lape, and Nicholas Manych - and to Miss Connie Brown for her fine secretarial assistance.

O.H.G.
M.J.S.

CONTENTS

FOREWARD/iii
Roger W. Axford

PREFACE/v

THE IMPORTANCE OF ADULT BASIC EDUCATION IN TODAY'S SOCIETY/1
Edward Warner Brice

FEDERAL LEGISLATION - A KEY TO YOUR ABE PROGRAM/7
James R. Dorland

WHO IS AN ADULT EDUCATOR?/11
Roger W. Axford and Michael J. Stotts

ADMINISTRATIVE PRINCIPLES/13
Wilbur A. Yauch

FINANCING AND BUDGET FOR THE LOCAL ADULT BASIC EDUCATION PROGRAM/19
Arthur J. Stejskal

TEACHER SELECTION AND MAINTAINING STAFF RELATIONSHIPS/27
Sr. Therese Rooney

STAFF DEVELOPMENT/35
Reuben Harpole Jr.

WORKSHOP PICTORIAL/42

WHY ADULT AND CONTINUING EDUCATION?/45
Hobart H. Somers

INDIVIDUAL PROGRESSION: A CURRICULUM ORGANIZATION THE THEORETICAL FRAMEWORK/53
Margaret L. Carroll

THE EVALUATION AND SELECTION OF ADULT BASIC EDUCATION MATERIALS/59
Rose Mary Pattison

TESTING, DIAGNOSIS, AND CLASSIFICATION/69
Richard W. Burnett

COUNSELING BASIC EDUCATION STUDENTS/73
Merrel R. Stockey

COMMUNITY RELATIONSHIPS/83
William R. Kearney

PUBLICITY AND PROMOTION OF ABE PROGRAMS/87
Jack Bobay

ADULT BASIC EDUCATION AND PUBLIC WELFARE/93
William H. Robinson

COOPERATION AND COORDINATION WITH AGENCIES/97
J. Clark Esarey

COORDINATION OF FEDERALLY FUNDED PROGRAMS/101
Bertha Sobol

SCHOOL HEALTH IN ADULT EDUCATION/105
Harry C. Bostick

ADULT EDUCATION IN PRISONS/111
Joseph C. Vitek

THE IMPORTANCE OF ADULT BASIC EDUCATION IN TODAY'S SOCIETY

EDWARD WARNER BRICE
Assistant to Assistant Secretary for Education
Department of Health Education and Welfare
U. S. Office of Education

When American historians of the twenty-first century look back on the 1960's, I believe they will say that this decade was characterized by three developments of profound historical significance: (1) the civil rights struggle; (2) the extraordinary reshaping of our federal-state-local governmental relationships; and (3) the maturing of our responsibility for quality education for all of our citizens of all ages and at all instructional levels.

Before proceeding further, I would like to give you my own analysis of what has taken place in the area of adult education. In a relatively short period of four years, we went from a period of where no federal funds were available for the general education of adults to the present situation where approximately $210 million in Fiscal Year 1968 will be available for this purpose.

The recent legislation has inaugurated a range of programs whose characteristics create a new dimension for federal management and state and local involvement. Under these programs, the federal government seeks to extend the principle of creative Federalism by involving people at federal, state, and local levels in the planning and execution of the programs.

By their very nature, therefore, successful execution of these new adult education programs cannot depend solely on the establishment of clear lines of authority from superior to subordinate. Rather, they place a high premium on close cooperation and a steady flow of information among equals. This is never easy to achieve. Moreover, their speedy and effective administration requires, more and more, that operating decisions be made in the field rather than in Washington. To do this, while still maintaining responsible policy control and uniformity of treatment, is itself no easy matter. To be effective, we must decentralize. To decentralize is inevitably to allow room for greater diversity and even for inconsistency. If we want the benefits of effective decentralization, we must be prepared to accept irreducible quotas of anomalies and errors which inevitably accompany decentralization.

It is this multi-jurisdictional approach to doing business that we must learn if our adult and other educational programs are to thrive. I think it is this multi-jurisdictional approach, as much as anything else, that describes creative Federalism. Because it is different, we have been slow and sometimes clumsy in changing our habits and developing new methods of working together with other levels of government. For their part, adult education personnel in the states and in the cities have been equally slow in adapting their machinery and style to take full advantage of the new programs. In too many instances, new wine has been poured into old bottles.

We have tried to do a great deal in a short time, and the total system has been hard put to digest so much, so quickly. The inevitable gap between the creation of new programs and the re-tooling of the administrative process have resulted in an array of unfinished business. Paradoxically, the problems in administration and program implementation which these new programs have created are themselves a tribute to their realism and vigor.

In 1960, when we first started talking about these new programs, we could have'sat on our hands'and played it safe. Or we could have adopted 'an all or nothing' philosophy. We could have foreseen an even worsening gap -- a gap between mounting social costs and responsible policy initiatives. But, in closing one gap, we opened another, though it is the one we prefer.

I dislike to see evidence of faulty coordination, spinning wheels, frustrating delays, failures of communication, and all the other dross that comprises the symptoms of uneven administration and program execution. At the same time, it would be surprising, if everything clicked smoothly in the wake of an immensely productive period of legislation, when more than seven enactments have carried provisions for adult education.

Congress and the Executive could have by-passed the state and local governments in devising these new programs. They could have avoided the difficult problems of intergovernmental cooperation simply by establishing the new programs as direct federal operations. But this would have flown in the face of our whole national history as a federal system. And, it would have led to ineffective solutions, since most of the problems which these new programs attack are not the same nationwide, and they can only be solved in the context of widely different local conditions and requirements.

We wanted the leaders in adult education participating in every phase of the planning and developing of the program. I recall, when we were creating the rules and regulations for Title II-B, we faced stiff opposition to hold a national meeting in Chicago for the purpose of having the views of adult education leaders written into the guidelines. It was important then, that many leaders have a shaping voice in all of these matters, and we hope they will continue their insistence.

I believe we are heading toward a real crisis in adult education. In a period when we should be busy aiming at major break-throughs in the field, we see organizations and leaders vying with each other for a preeminent position in adult education. Claims are being made on all fronts that our organization was responsible for the passage of Title II or Title I of HEA. If all of these self-serving claims were laid end to end, they would go on *ad nauseam*.

Now, we know that no one organization or agency was responsible for the passage of any of these programs. Their passage was due to the combined labors of many organizations. In my judgment, when all of us were working on this legislation, we came close to having a unified adult education profession. There was room for the public school adult educator, the university professor, the librarian, the community development leader, and the extension specialist. We tried at the federal level to draw the circle wide enough to include everybody with the desire and the willingness to make his contribution.

Then suddenly, we had some money - then more; and one day we awakened to find that we really had a rich Uncle! Now, several painstaking and searching months later, we find that having a rich Uncle is not enough.

We knew in the federal government, that money could not do the total job. Indeed, there are some things no amount of money can buy. We knew that this nation had a dream for eliminating poverty and this dream was swept into the corners of many hearts. But, this dream cannot be created whole without specific ideas and plans. In the past, there have been periods of great creative bursts, when men and women have been stimulated to think afresh. We are now in desperate need of such burst of ideas.

We are in the midst of what can be the greatest decade in the history of adult education. We have moved almost all of the left-over proposals from the

New Deal, Fair Deal, and New Frontier into being. Our appropriation cup runneth over. But still, we are not going to have quality adult education with what we have done. To eliminate poverty, not only of the pocketbook, but also of the mind and body, we must think anew. Adult educators must help build places where new ideas can be recognized and old ideas of merit can be once more brought into the national discourse. I hope that with your help we can still do the innovative and creative things, the mind-stretching things, the brilliantly imaginative things that no amount of money can buy. We need to forge ahead, challenging the whole government on what needs to be done in the next fifteen years. We need to change the thinkers, the planners, the President, and the people. We need to challenge the ideas of super-abundance that contrast with a domestic poverty gap and a world-wide poverty canyon.

We need to help picture clearly a world of super-automation and cybernation that requires reform of our definition of work, from that of production to include that of service, community, and life improvement, education, retraining and retirement.

With money we can build anything, move anything, change anything - physical, that is. We now have daily commuter service from Washington to Minneapolis, Washington to New York and Boston, New York to Atlanta. We can tear the rotten core out of the city and replace it with new structures as in Pittsburgh, Philadelphia, or New Haven. Yet, we have no solution to the blind ignorance and violance of Watts and Mississippi; no solution to the gutty problems of social organization in Harlem, Chicago, Detroit, or no solution to the grinding poverty of the marginal farmer, the migrant worker, or the hill folk of eastern Kentucky.

In this complex highly organized society, the American people have shared purposes - education, health, social security, national defense, the exploration of space - that place enormous demands on our resources and our capacity for large-scale organization. The problem becomes one of how to accomplish these shared purposes and, at the same time, preserve the dispersed power and initiative that we consider essential. If we succeed, we shall have fashioned a society that is both vital, creative, and responsive to its problems but mindful of its freedoms.

Being an inventive, flexible-minded people, we have devised a remarkable variety of ways to get our great tasks done. In fact, we've been infinitely more inventive than we realize.

But the tasks get bigger and the needs more urgent.

What the American people and their representatives must now do is to look analytically at the ways they have invented for accomplishing their shared purposes, and to test those which are best fitted to serve them in the years ahead.

What is at stake is the future mode of organizing our society. It might very well mean the survival of the society.

* * *

FEDERAL LEGISLATION — A KEY TO YOUR ABE PROGRAM

JAMES R. DORLAND
Assistant Executive Secretary
National Association for Public School Adult Education

The Adult Basic Education Administrators' Workshop held at Northern Illinois University during the summer, 1967, was tangible evidence of the impact which federal legislation has made on adult basic education. Like others, it was financed by funds made available through Title III of the Elementary and Secondary Amendments of 1966, better known as the Adult Education Act of 1966. It was one of two federally subsidized workshops held in the Department of Health, Education, and Welfare, Office of Education, Region V encompassing Illinois, Indiana, Ohio, Michigan and Wisconsin; it was one of the eighteen adult basic education workshops conducted all over the United States in the nine HEW regions.

These workshops were a relatively new entry on the American educational scene. Three years ago, there was not a single workshop in the United States dealing specifically with adult basic education. In fact, the term 'adult basic education' was not then generally in use. It appears to be a successor to such older terms as 'fundamental education' and 'literacy training.'

Adult education became a direct concern of the federal government early in the 1960's, and it was included as a part of legislation, enacted earlier in this decade that dealt with manpower development and training and vocational education for adults. However, it was the passage of the Economic Opportunity Act, in 1964, which triggered the important legislative breakthrough which adult educators had so long anticipated.

The passage of the Economic Opportunity Act in the summer of 1964, was followed by the creation of the Office of Economic Opportunity as an autonomous federal agency, later that same year. Adult basic education programs were to be administered by local school systems with funds channeled through the state departments of education from the federal government and based upon a state plan which was designed to meet the needs of each individual state. The money came from a ninety per cent federal and a ten per cent state-local contribution. However, the original legislation did not make provisions for the kinds of workshops held at Northern Illinois University and other regional locations.

In April of 1965, the National Association for Public School Adult Education, a nationally representative group of adult educators, convened in Washington for the purpose of assessing the most pressing needs that face the field of adult education. From this meeting came the decision to hold three regional adult basic education institutes during the summer of 1965. Due to the unavailability of federal funds for that particular purpose, the Ford Foundation agreed to finance the workshops which were held at the University of New Mexico, the University of Maryland and the University of Washington (in conjunction with the Seattle Public Schools).

In the summer of 1966, federal funds were available for teacher training, and nine adult basic education workshops were held, one each in HEW-USOE regions. During the summers of 1965-66, the workshops were held primarily for teachers and for teacher-trainers. The first summer in which specific attention was directed to the program concerns of administrators came in 1967. One administrators' institute was held in each region. In a real sense, the Northern Illinois workshop was a trail-blazer in this particular approach.

Perhaps the most significant legislative development which occurred in 1966, was the decision by Congress to transfer adult basic education programs from the Office of Economic Opportunity to the U.S. Office of Education. This was accomplished by repealing Title II-B of the Economic Opportunity Act, and by enacting the Adult Education Act of 1966 as Title III of the Elementary and Secondary Education Act Amendments.

To this point, I have referred to some of the direct effects which federal legislation has had on adult education. One of the most far-reaching effects has come about through the recruitment of new people, who have brought a variety of interests and backgrounds to the field of adult education. Because of the allocation of federal dollars to adult education, many people and institutions and commercial enterprises have quite recently 'discovered' the field. For the most part, this has been good. New ideas, new approaches, and new faces have made welcome appearances on the adult education scene; this has succeeded in revitalizing the entire field.

The United States Office of Education has been dramatically reorganized in the past several years to provide for the creation of a Bureau of Adult and Vocational Education and Library Services on the same level as the bureaus for elementary, secondary, higher education and research. To fill all of the positions, created by the double impact of recent federal legislation and Office of Education reorganization, people from many different disciplines have been given leadership assignments with a mandate 'to get the country moving' in adult education.

State departments of education in many instances have also had to 'gear up' to meet the newly-created need for adult education leadership at the state level. The same has been true in countless local school systems throughout the United States. As all of these new positions have been created, the need for trained professional leadership has become acute. This need is being partially met by pre-service and in-service training, conducted by state departments of education and by local school districts. It is also being met by institutions of higher education, such as Northern Illinois University. But it is becoming increasingly apparent that university participation in training programs for professional adult educators must be greatly accelerated, if they are to provide the steady stream of competent people, who are desperately needed to continue the momentum which has developed.

Most of us were educated in a culture which felt, essentially, that 'education is for educators; legislation is for legislators; never the twain shall meet.' This approach accurately reflected the thinking of most people prior to 1957 and Sputnik. Since the National Defense Education Act of 1958, and the cascade of federal legislation which followed in the ensuing decade, the time-cherished idea of separation between education and federal legislation has been discarded. The problems facing our country, as we begin the final third of the twentieth century, are so complex that educators and legislators must work cooperatively as never before.

In recent years, educators seeking common objectives have achieved previously undreamed of results. Working through local, state and national groups, and articulating their causes in ways which have generally made economic sense, educators have flexed their muscles as citizens who can get things accomplished. Second-class citizenship for the teaching profession has also been discarded.

As great as the legislative accomplishments of the past decade have been, the greatest challenges for educators still lie ahead. Federally-financed educational programs have not proved to be merely a bonanza without problems. They have resulted in a re-structuring of institutional attitudes and educational responsibilities in many places. They have pin-pointed weaknesses in our educational system which must be changed. They have resulted in the creation of friction at many levels. Essentially, these educational programs have served the target population reasonably well, but they can be improved tremendously.

For the most part, our major national problems remain unsolved but not unsolvable. In a few instances, public educational institutions are working shoulder-to-shoulder with private industry to meet some of these problems head-on. New bold approaches must be discovered and tried. The challenge could never be greater. What was known at the time as the 'long hot summer' could tragically stretch into the 'long hot century', if society doesn't make the connection between undereducated and second-class citizenship.

In adult basic education, perhaps the gravest of unanswered questions is whether the public schools have not only the facilities, but also the ability, to crack the hard-core of adult undereducation in our country. The institutes, mentioned above, are designed to better equip field personnel to tackle the tough problems in our communities. In a historical sense we are still in our infancy in this joint federal-state-local approach to meeting adult needs through adult education programs. Whether we will continue to work together in the future will be decided by federal legislation, which in the final analysis is either attuned or attunable to the needs of the American people. We are no longer 'just educators', but we must be prepared to accept our additional roles as opinion-shapers and education legislation leaders.

The challenge represented by America's millions of undereducated adults belongs more to us than to any other single group of people. Let us pray that the opportunity to bring about change through legislation will not be forfeited by those of us in education.

* * *

WHO IS AN ADULT EDUCATOR?

ROGER W. AXFORD
Director of Adult Education

MICHAEL J. STOTTS
Administrative Director Adult Basic Administrators' Workshop
NORTHERN ILLINOIS UNIVERSITY

If ever there is justification for educators of adults to draw recognition to themselves in the family of professions, particularly in education, it is in this decade of the sixties. In a society which has become increasingly responsive to the conditions of poverty, undereducation, and lack of economic opportunity, it is the adult educator who has received a mandate to initiate a campaign into the areas of illiteracy and occupational retraining. How our leaders carry out this mandate depends, to a large extent, on the qualities of this adult educator, his commitment to the education of adults, and a host of abilities that distinguish him among educators.

For too long, the professional adult educator has been cast in the role of the supplicant, a missionary without funds or facilities, expendable to all but his students. His program, too often, has been peripheral. Frequently, it has been the first to be trimmed from the budget. Lack of vision in uncommitted administrators has failed to realize that undereducation and educational impoverishment in adults often shapes negative attitudes in the family and in the society.

Currently, learning by adults in our culture has been mainly present-oriented while a child's training builds progressively for the future. Adult basic education builds from both orientations. It is founded on the premise that an immediate yield can be realized from later learning while holding a promise for personal betterment and improved intellectuality. To this extent, adult basic education contributes toward a renascence of personal and societal values.

As the rationale for adult basic education becomes increasingly acceptable to the general public, one of the pressing tasks within the profession is the identification of leadership, particularly leadership ideology and behavior. The significance of leadership positions require it. The fact that identification of an adult educator here can only be theoretical, makes it "the most practical of all things," to take John Dewey's meaning.

In constructing a model for the adult educator, the qualities included below in the first group are a synthesis gleaned out of many years of experience. The second group of qualities is a compilation, developed collectively by fifty adult basic education administrators in the 1967 workshop at Northern Illinois University. The similarities are significant.

Group I

The adult educator:

IS

- a humane being
- an organizer
- a sharer of ideas
- a promoter of adult education
- involved in social problems
- a leader
- a program planner

HAS

- a nose for needs
- a philosophy of adult education
- training in adult education
- thick-skin
- flexibility
- commitment to adult education

.....and practices what he preaches.

Group II

The adult educator:

IS

- humane
- patient
- a challenging teacher
- dedicated
- not bound by tradition
- knowledgeable
- open-minded
- friendly
- aggressive
- creative
- mature
- understanding

HAS

- empathy
- motivation
- flexibility
- psychological insight
- a liberal education
- drive
- humility
- a positive attitude
- self-growth
- a sense of humor
- acceptance
- courage

ADMINISTRATIVE PRINCIPLES

WILBUR A. YAUCH
Professor of Education
Northern Illinois University

'Principle' is defined as a general truth on which all that follows is based. In this sense, one would be brash indeed to propose that principles of administrative behavior are well established and immutable. It is only recently that professors of educational administration have concentrated on the desirable formulation of valid theories of administration. Most of what has gone before is better described as anecdotal theory, the evolution of a particular way of working which turned out to be successful for the practitioner.

In preference to discussing general principles of administration, the following discussion includes some general observations about administrative behavior, observations that have been identified by a number of recognized authorities and have been well documented in the experience of those who have engaged in the administrative act.

The first fact which an administrator discovers is that the task of leading a group is fraught with conflicts and dilemmas. It is generally agreed that the function of administration is to direct an organization to the maximum achievement of its goals. But, an organization is composed of people on whom the administrator is dependent for the execution of organizational policies and activities. If only he could be solely concerned with the organization as such, and not be required to consider the welfare of the individuals who compose it, his task would be immeasurably lightened.

Barnard was the first to perceive the inevitable and irreconcilable conflict of purposes between the organization and its members.[1] In a perceptive account, *Functions of the Executive,* written well before our current preoccupation with administrative theory, he examined the basic dilemma any administrator faces. If he concerns himself solely with the welfare of the organization, he is forced to conclude that a well organized, efficient machine, dedicated exclusively to the purposes for which the organization was created, requires instant obedience and harmonious cooperation of all its members. Institutional efficiency demands that there be no variations from the regulations which control the organization's activities. Human beings must dedicate themselves unselfishly to the purposes of the organization if the machine is to operate with maximum effect.

On the other hand, when one examines what is required for an individual to attain his maximum stature and meaning, one is faced with the fact that people must have freedom, including the opportunity to exercise initiative and to receive due recognition for uniqueness. It is apparent that the administrator cannot serve both needs simultaneously, that he must make a choice between alternatives which are mutually exclusive.

Other analysts of administrative behavior have identified the dilemma in different terms. The Getzels model of the dimensions of administrative behavior is well known.[2] The executive faces the need for recognizing that society in general has evolved a generalized expectation of acceptable administrative behavior, and exerts considerable influence on him to act in predetermined ways. On the other hand, the individual administrator has defined for himself a conception of what he considers desirable behavior in his role as leader. It is rare that these two conceptions are consonant in every detail.

Shartle, as a result of the ten-year study of the Kellogg Foundation sponsored search for principles of educational leadership, concludes that the administrator is concerned with two factors, (1) the kind of structure he provides in which members of an organization work, and (2) his equal concern for the welfare of the individuals.[3] The first is called 'the initiating structure,' the other 'consideration.' Only as the administrator is capable of keeping these opposing forces in some sort of reasonable balance can he expect the organization to operate efficiently.

Mort sees the responsibility of the administrator directed toward a sensitivity, for what he calls, 'public sanctions'.[4] The culture in which he works possesses a series of definable sanctions. These sanctions have reasonable bases and when stated as principles are dimensions of goodness in action. There are a series of tests to decide whether or not a proposed act will be a wise action. They have specific application in illuminating and making rational the subject matter of professional training for school administration.

The sanctions identified by Mort are: (1) the humanitarian group (the public sense of the right in relationships between persons); (2) the prudential group (the public sense of the practical); (3) the tempo group (the impacts of constant and changing values, needs, and insights). More than Getzels, Mort emphasizes the need of the administrator to be sensitively aware of the social context in which he exercises his leadership.

Lipham sees another kind of dilemma residing in the administrative situation.[5] He properly defines administration as the function of helping an organization to achieve its goals. In contrast, a leader is one who attempts to encourage the members of an organization to reconsider and to evaluate its goals. In other words, administration and leadership are different functions and in basic conflict of purpose. He concludes, therefore, that the term 'administrative leadership' is a contradiction!

In spite of the contradictions and lack of any real consensus concerning the principles of administration, there is an encouraging degree of agreement concerning what administration is and what it does. Gulick was the first to propose a taxonomy for administrative behavior as early as 1937.[6] His POSDCORB is well known as an analysis of the functions of administrators: Planning, Organizing, Staffing, Directing, Coordinating, Reporting, and Budgeting. This classification of functions does not lead to a valid set of principles of administration, but they have been enormously useful to practicing administrators as guides to their behavior.

General agreement can be reached on the conclusion that administration is centrally concerned with the decision-making process. Griffiths has listed the following assumptions which underlie a generalized theory of administration, with which few will take issue:

> Administration is a generalized type of behavior to be found in all human organizations.
>
> Administration is a process of directing and controlling life in a social organization.
>
> The specific function of administration is to develop and regulate the decision-making process in the most effective manner possible.
>
> The administrator works with groups or with individuals with a group referent, not with individuals as such.[7]

In developing and regulating the decision-making process, the administrator deals with a variety of types of decisions.

Intermediary decisions. As an administrator in a hierarchy of administration, the subordinate administrator is constantly involved in executing decisions over which he has no control. His task is to implement decisions made by a higher authority, whether he approves of them or not.

Appellate decisions. Occasionally, and usually through a conflict of authority within the organization, the administrator is called upon to make decisions that will unblock a log-jam caused by dissident workers. He must decide in whose favor he will make a judgment.

Creative decisions. The administrator, as leader, is concerned about the dynamic forward movement of his organization, and will want to make decisions which will substantially change the direction of organizational effort, or to modify the emphasis upon which it is concentrated.[8] These are the decisions which are full of danger, because the administrator is behaving in a way which may not meet the approval or the expectations of the group. It is here that the comments of Lipham or the basic theories of Mort and Getzels will come into full play.

The administrator may avoid the consequences of meeting resistance from others if he pays attention to a hypothesis which Griffiths has proposed: "If the administrator confines his behavior to making decisions on the decision-making process rather than making terminal decisions, his behavior will be more acceptable to his subordinates."[9] In other words, as he attempts to involve others in the decision-making process, he makes it possible to include recognition of others' perceptions, expectations, and attitudes toward what is considered a wise decision.

In all attempts to construct workable theories of administration, the innovator deliberately excludes a value system. His main purpose is to 'order the facts,' to see objective behavior in unemotional terms, without bias, without perceptions of what is 'best.' However, any relevant set of principles of administrative behavior always includes a recognition of the social context in which it takes place. An examination of the cultural context of American civilization reveals that we do have a system of values which subtly operate to influence one's perspective. That system of values is generally identified as 'democratic.' Without getting involved in a lengthy discussion and analysis of American democracy, it is possible to identify one basic principle which is buried deeply in the convictions of the American people: "All individuals affected by a decision should have a share in determining its character and form."[10] Effective implementation of this principle gives direction to the whole administrative process.

If there are any truly valid principles of administration, they will be discovered in testing potentially promising propositions. A proposition is a verbal statement about the observed commonalities to be found in reality. It is not a statement of 'truth,' but merely an attempt to order the realities that appear to exist. Griffiths has proposed a series of such propositions which may serve to sum up what we currently know about administration.[11] They remain to be tested and proved as established fact, but in the meantime they may serve as a helpful directive for administrative behavior.

1. The structure of an organization is determined by the nature of the decision-making process.

2. An individual's rank in the organizational structure is directly related to the degree of control he exerts over the decision process.

3. The effectiveness of a chief executive is inversely proportional to the number of decisions which he must personally make concerning the affairs of the organization. It is not the function of the chief executive to make decisions; it is his function to monitor the decision-making process to make certain that it performs at the optimum level.

4. If the formal and informal organization approach congruency, then the total organization will approach maximum efficiency.

5. If the administrator confines his behavior to making decisions about the decision-making process rather than making terminal decisions, his behavior will be more acceptable to his subordinates.

This is the state of administrative principles to date. Much remains to be done. There are indications that educational administration will not be content to let the matter rest here. The University Council for

Educational Administration is currently engaged in the development of criteria for success in school administration. It is hoped that their deliberations will result in a more helpful set of validated propositions which will serve to guide the actions of successful administrators.

References

1. Chester Barnard, *Functions of the Executive* (Cambridge: Harvard University Press, 1938).

2. Jacob W. Getzels, "Administration as a Social Process," in Andrew W. Halpin (ed.) *Administrative Theory in Education*. (Chicago: Midwest Administration Center, 1958), pp. 150-165.

3. Carroll L. Shartle, *Executive Performance and Leadership*. (Englewood Cliffs; Prentice-Hall, Inc., 1956).

4. Paul R. Mort and Donald H. Ross, *Principles of School Administration*. (New York: McGraw-Hill Book Co., 1957).

5. James M. Lipham, "Leadership and Administration," in *Behavorial Science and Educational Administration*. 63rd Yearbook. The National Society for the Study of Education. (Chicago: University of Chicago Press, 1964).

6. Luther Gulick, "Notes on the Theory of Organization," in Luther Gulick and Lydnall Urwick (eds.) *Papers on the Science of Administration*. (New York: Institute of Public Administration, 1937), pp. 3-45.

7. Daniel E. Griffiths, *Administrative Theory*. (New York: Appleton-Century Crofts, Inc., 1959), pp. 71-74.

8. *Ibid.*, pp. 98-102.

9. *Ibid.*, p. 90.

10. Wilbur A. Yauch, *Improving Human Relations in School Administration*. (New York: Harper and Brothers, 1949), p. 16.

11. Griffiths, *op. cit.*, pp. 89-90.

FINANCING AND BUDGET FOR THE LOCAL ADULT BASIC EDUCATION PROGRAMS

ARTHUR J. STEJSKAL
Director of Adult Education
Thornton Township (Ill.) Junior College

The topic, 'Financing and Budget for the Local Adult Basic Education Program,' probably should be turned around to read 'Budget and Financing for the Local ABE Program,' because I plan to approach it from this point of view.

Other selections in this publication include the many concerns for preparing an adult basic education program. Among these are sections on administrative principles, the evaluation and selection of program materials, teacher selection, maintaining good staff relationships, individualized instruction, testing, diagnosis, and classification of students, counseling of the adult and other topics. These approaches help one to see how others attack the problems in adult basic education toward giving an idea of what is needed in order to get the job done.

All of this information is extremely important, if we are going to help to advance the adult basic education program in our communities. We have no doubt, already related this information to our own local situation and we have begun to make changes in our thinking concerning program plans. We are now ready to approach what might be considered by many as the most important concern of all education programs. How much will my program cost? Where is the source of revenue that will put all my plans to work?

These readings, it seems to me, have been planned to help us understand what is possible in adult education, what can be done, and how it might best be done. They have not been exhaustive; there is more to be done which has not yet been explored.

It seems to me that the most important benefit to be gained from any study effort of this kind is: How can any or all of the information be applied to my program situation? If we are unable to transfer any learning from here to our own individual situations, then our effort is a failure.

When we think of a budget, we must remember there is no program that can be in operation without some kind of a budgetary plan behind it. When we plan the budget, we must also plan the program; the budget begins with the program. What are some of the concerns that go into program planning? Let me list what I consider some of the most important.

WHOM ARE WE GOING TO SERVE? Who will be the clientele? What is their specific need? How many people are to be served? What will be the purpose of the program?

WHAT ARE WE GOING TO BE ABLE TO DO FOR THESE PEOPLE? What will be the plan of approach? How will we get these people involved? How will we keep them coming?

WHAT WILL BE THE PERSONNEL NEEDS FOR THIS PROGRAM? What will be the organizational structure? How many teachers? What will be their specialized training? What about in-service training? How do you keep the staff alert to changing times and needs?

WHAT KIND OF EQUIPMENT WILL BE NEEDED? How much? What about supplies, books, teaching devices, and other items for learning?

WHERE WILL THIS TAKE PLACE? Will there be rent to pay? What about heat, light, maintenance? How do we keep the plant in operation?

HOW DO WE EVALUATE WHAT NEEDS TO BE DONE? What has been done? And, again, what needs to be done?

What I am trying to explain here is this: You must have some idea of what you are going to do, who will be involved, and what will be required to get the job done. Once you have an idea of your program plans, then you can begin to concern yourself with the budget.

Too often, we think of budgetary items before we give serious consideration to the program plans. To make the criticism even more serious, we often make the mistake of wanting to know from where the money will come, before we begin to plan our program and the necessary budget. I am sure that many programs have not been brought to reality because many directors of adult education have approached this educational need from a wrong starting point. How often has a program been presented to a superior officer only to be confronted with the question: How much will it cost?, and the presenter not having a clear-cut cost in mind.

Now, let's look at the budget. I will assume that all of the work connected with program planning has been dealt with and now we are going to consider how to budget and from where will the money come. What is a budget? What is an adult basic education budget?

The term 'adult basic education budget' means different things to different people. It is a document which contains an estimate of income and expenditures for the coming year. It must be filed with an appropriate authority on or before a given date. It is an estimate of the expenses of remaining business during the year the budget is developed. These concepts make the budget a mechanical operation, the production of a document under compulsion of legal or accounting necessities showing the amount of money to be spent, how it will be spent, the source from which the funds will be derived, and the period in which it is to be spent.

These concepts are true, but if the budget is going to serve your needs in adult basic education, it must become an instrument through which current and long range educational activities may be implemented. Therefore, budget making should be:

+ A process which emphasizes the means by which the educational aspirations of any adult education program may be achieved.

+ A process of planning the educational policy which is then brought to fruition through the mechanical facilities of the budget.

+ A process which is viewed as an indispensable tool of management rather than a legal burden.

+ A process which encourages wide involvement of people.

The budget becomes a continuous process through which educational policy is implemented. It is a means of making an inventory of the unmet needs and the factors involved in satisfying these needs. It gives careful attention to the adoption of an adequate program for basic education.

The budget cycle is made up of three closely related and integrated steps: (1) planning, (2) enacting, and (3) operating. These are summarized in the budget document for a given period of time.

Let's take step one: PLANNING. The planning phase is central to the entire operation. It consists basically of defining the kind of educational program which your school will provide for adults. This step determines the financial emphasis that should be placed on various aspects of the program, and it prompts us to locate the revenue sources through which the educational program will be supported.

We must think of the current budget, but we should also think in terms of the long term budget. The long term budget will help to emphasize the unmet needs and the when and the how. This long term budget is a tentative plan requiring periodic revision in the light of changing conditions. This kind of planning is not done often enough in the adult basic education program.

Now, let us look at step two: ENACTING. After the planning stages of the budget have been completed, the budget document must be enacted; that is, it is prepared for submission to the agency which will review the budget before its formal adoption. The formal manner in which the budget is adopted depends entirely upon legal mandates.

After the budget has been adopted, we are ready for step three: OPERATING. The budget must be put into operation for the period of time in which it is to have legal effect. The legal limits have been placed upon the adopted budget, and as such, must be properly enforced. If the budget is to be controlled properly, the accounting system must be devised to balance expenditures with appropriations and to help the director to ascertain and report the extent to which revenues and expenditures are in balance.

The following suggestions should prove helpful as guiding principles while going through the budget-making cycle in your own program:

> Budget considerations begin with educational objectives. It must be clearly understood -- what does today's adult program expect to accomplish? A continuing analysis of the program and the policies which support it is necessary to determine the extent to which objectives are being met, what changes can and should be planned, and how and when can they be made.
>
> Budget developments require the continuing appraisal of the present status of the adult education program.

A well organized budget contains: (a) a description of the educational plan and the objectives upon which it is based. This includes the manner in which the budget requests are designed to accomplish the objectives -- the new or revised offerings, additional services, supplies, equipment, and the quality of personnel involved in the program; (b) a precise expenditure plan, showing the budget categories to which the various expenditures will be distributed, and an explanation of the increases or decreases in the various budget items with supporting data, showing the appropriations needed to carry out the educational plans; and (c) a revenue plan which describes the amount and the sources of funds proposed for financing the estimated expenditures.

Effective budget development involves extensive utilization of the special capacities to be found among members of the staff.

Efficient budget development involves planning beyond a single fiscal year. The budgetary process assumes that the educational needs exceed the financial resources available for a one year budget. Therefore, continuous planning is essential to determine what features of the program must be given priority in the proposed current budget, which is only a part of the long-term plan.

If a budget is to be really useful, it must be properly administered, no matter how adequate it may seem to be. An adopted budget implies expenditure limitations within which the adult program must operate.

It is the responsiblity of the director not only to enforce budgetary controls, but to seek maximum value for every dollar budgeted. This means the development of an adequate system of accounting for revenues and expenditures; submission of regular reports of progress in implementing the budget; provision for adequate controls governing purchasing; auditing; and the protection of funds, facilities, and inventories.

Budget-making and the budget-making process are only ways of solving problems. They are also ways of identifying problems. The budget can be thought of as an instrument for planning and achieving better adult basic education programs.

The budget is not all there is to planning an adult program, but it is the instrument through which virtually all the planning is resolved. The budget does not itself achieve an adult program, but it is through the budget that achievement is realized. The budget is not only a distribution of money, it is a way to make money work for a quality adult basic education program.

Now, let us consider the preparation of the budget for the programs in which we are most likely to be interested -- our own.

The superintendent of public instruction in the various states usually provides the local system with the budget outline when you receive an application for establishing adult basic education programs. The application must be submitted and approved before any revenue can be realized to put your program into operation. Such an application is designed for programs under the state school code and Title III of Public Law 89-750 of the Elementary and Secondary Education Act.

The budget proposal is a tentative budget proposal, which helps the state to realize how much money will be necessary to finance all of the adult education programs and make the necessary provisions for the requirements set down from the sources of revenue.

We now have finished step one in the budget, the process of planning. We are now ready to send our tentative budget to the state office of the superintendent of public instruction for approval. This is the second step; that of enactment. The final approval comes from the state office through which your revenue will be channeled.

I would like to deviate from this point just a bit. It seems to me that too often we are guilty of not searching out the possible avenues for revenue within our own communities. There are often people and industries that would be interested in assisting the needs of the community if a good proposal were presented to them. I have often felt, that because an adult basic education program does not need a 'hard sell' in a community, the image has not been as acceptable as it deserves. How many adult basic education programs do you imagine we could have realized today, if the state and federal governments had not been involved? Even so, the legislatures had to be 'sold' an idea, built on sound budgetary principles and showing the benefits to be gained in the total society. Perhaps there is a source of revenue that you have not yet explored, and that lies waiting for you to present a proposal or request in your own community.

When the budget has been enacted and we have received notice of approval, we are then ready for step three -- the process of operating. The state office often helps us in this manner by requesting a financial report each month on separate claims for either or both programs. At the end of the program, we are expected to submit a final report indicating how much money has actually been spent within the program and for which budgetary items.

It has been my intention to propose some guidelines, some direction, some help in budgeting and financing of adult basic education programs. It is to be expected that we will experience conflicts when we begin to prepare our programs and when we realize the cost involved.

Plan your budget carefully; expect to find someone who will raise a question about an item in the budget. Before we can receive the necessary funding, this will require an explanation. Be prepared to do so.

For additional information some suggested references appear below:

The office of the superintendent of public instruction in your state.

The state application form for establishing adult basic education programs.

Federal Register, "Financial Assistance for Adult Education Programs -- Adult Basic Education. Rules and Regulations for the Adult Education Act of 1966," (Title 111, P. L. 89-750), 32:77, April 21, 1967.

Adult Education Branch
Office of Education
U.S. Department of Health, Education, and Welfare
Regional Office Building
7th and D. Streets, S.W.
Washington, D.C.   20202

National Association of Public School Adult Educators
1201 Sixteenth Street, N.W.
Washington, D.C.   20036

TEACHER SELECTION AND MAINTAINING STAFF RELATIONSHIPS

SR. THERESE ROONEY
Director, Loretto Adult Education Center, Chicago

Before we can adequately deal with the problems of teacher selection and staff relationships in basic education, we must find answers to three funadamental questions. What is meant by 'basic education'? Who is the undereducated adult? What kind of teacher is needed to establish a rapport with the undereducated adult?

Basic education is an elusive term. Prior to 1964, anyone who functioned lower than a sixth grade level was called 'functionally illiterate' and considered in need of basic education. Today, it is not unrealistic to think of basic education as education below the twelfth grade level. Why does every adult American have to read, write, and compute at the twelfth grade level? Why is this grade considered basic? The answer is cybernation and the problem of employment.

No American can be truly independent unless he is economically independent, and to be economically independent means to have permanent employability. Unless one has reached a general education at the twelfth grade level, he is not permanently employable. True, a person can still obtain some employment though he may not have achieved the twelfth grade, but such employment is rapidly becoming obsolete. Within five years our automobiles will be filled with gas and oil-checked, simply by pushing a button. Practically no building is left in our major cities that requires an elevator operator. Maintenance operations are reduced. It is necessary to hire only one man now, where formerly three were needed. Factory work is becoming automated at such a pace, that it is only the highly skilled that will be retained. Therefore, we cannot speak only in terms of the unemployed.

Educators must focus their attention on the potentially unemployed. Millions of Americans lack sufficient education to be retrained for the jobs that will be created in the next three years. In 1960, Illinois took a long hard look at the problem of adult education and of job employability. A series of booklets issued later showed amazing statistics.

The following statistics are taken from the Report of the Master Plan Committee H and submitted to the Illinois State Board of Higher Education in December, 1963.

The Governor's Committee on Unemployment report indicates that unemployment has become identified as a problem of the unskilled worker, or the worker with obsolescent skills. In addition, there is a current general increase in educational requirements for many jobs; more job opportunities depend upon a high school diploma or its equivalent.

CHARACTERISTICS OF ILLINOIS UNEMPLOYED

... unemployment today is largely a problem for the unskilled worker, the one with obsolescent skills, the young worker, and the non-white.

1. Of those that have completed fewer years of schooling than the average adult -
    16.7% have less than 7 years schooling
    51% have 8 to 11 years schooling
   Therefore, 67.7% of the unemployed adults have less than a high school education.

2. They have been unemployed for a long time.

3. They have been largely unemployed in manufacturing.

4. Almost 30% are non-white, but their representation in the labor force is only a little over one-third as high.

5. Seventy-one per cent are generally willing to take training.

DEMAND FOR ADULT EDUCATION

National statistics reveal an alarming deficiency in our educational accomplishments.

1. Our nation includes 11,000,000 adults, 18 years of age and over, who find it impossible to learn marketable skills because they cannot read or write as well as the average fifth grader.

2. There are 58.6 million adult Americans who have not finished high school, and every year work opportunities dwindle for them. In addition, high school graduates are now being replaced by machines.

3. The average voter, confronted with problems infinitely complicated, has difficulty becoming well-informed without outside help. Hence millions are ill-equipped to make intelligent decisions.

In 1967, it can be seen, that the problem projected in 1963 was quite accurate. Therefore, the adult in attendance in basic education classes will be: educationally deficient, economically insecure, and present-oriented. These adults will have completed nine to eleven years of schooling, but eighty per cent will function between the fourth and sixth grade levels. Present-oriented, their approach to education will be very utilitarian, and this fact must be clearly grasped, particularly in the early weeks that they are in school. The application of what they are learning must be tangible. They should be gradually led to the abstract, but in the beginning they must be able to make immediate application of learned material, or they will be lost.

The adult student is intelligent, dignified, and highly motivated. They learn rapidly. They must be allowed to go at their own pace, and they must be kept conscious of their progress, as they make enormous sacrifices to attend classes.

Now, the third question, and the point this paper is most concerned with: What kinds of teachers are needed to establish a rapport with the undereducated adult? In any educational program the teacher is the key.

In 1967, the Department of Health, Education and Welfare published a book titled: *Improving English Skills of Culturally Different Youth.* This book contains an article by Aleda E. Druding entitled, "Selection and Preparation of Teachers to Serve in Schools in Culturally Different Areas". Here is presented the ideal teacher, whom the author would like to see in these teaching situations, if she had a free choice and could scour the cities in search of this ideal.

> A teacher dedicated as a clergyman, selfless as a family doctor, sensitive as an artist, skillful as a master craftsman, ready as a good parent to understand, to sacrifice, to serve, to support, to forgive. A teacher committed to the faith, that while no child is exactly like another, for each the level of achievement can be raised, aspirations stirred, potential talents discovered and developed. A teacher bound in conscience to help each child find his own worth and his own dignity.

This description is appropos of an ideal teacher of the disadvantaged adult.

There are certain points in this quotation that I would like to emphasize.

First, not only should the teacher be dedicated and selfless, but "sensitive as an artist". Administrators must work very closely with their teachers who are directly involved with the students. The administrator should appreciate his teacher's talents. He must realize that the teacher in the classroom has to be free to exercise his initiative and instincts. Periodically, if possible, it is good for the administrator to teach a class for a semester.

Every time you walk into the class you sense something different: the schedule doesn't always work, the curriculum needs adjusting or bracing, tests results give an untrue picture. There must be flexibility in the approach to the students. Curriculum changes may be necessary on a moment's notice. For these reasons, it is necessary to find and select a sensitive teacher and to encourage him to exercise his own initiative.

The second point of emphasis: "for each the level of achievement can be raised." Since 1964, the Loretto *Adult Education Center has serviced approximately 500* adults, of whom less than ten have been uneducable in our system. Three of them were psychologically tested and found to have I.Q.'s that were extremely low.

Teachers must be convinced that those students sitting before them, academically very limited, can raise the level of their achievement. If the teacher is convinced, then he will convey this conviction to the student. This factor will establish a basic security for the adult student. This security is a necessary ingredient for a successful basic adult educational program.

The third point of emphasis: "The teacher should be bound in conscience to help each student find his own worth and his own dignity." Adults are individuals. There is a great variation in their assimilation, reaction, and recall of the material presented. But the greatest difference is in their concept of themselves, in their self-image.

Murphy and Kuhlen have said in *Psychological Needs of Adults:*

> Where new knowledges and skills can remedy a genuine defect, rectify a balance, and partially remove an inferiority feeling, they may thus be socially constructive....new knowledge, new under-

> standing may enable the individual to learn more what he would like to be and do....Aspirations of individuals are connected with ambitions for gain or power, and are potentially the greatest resources for adult education.

In most instances adult classes must be held in the evening. Often, the teachers are not full-time adult educators, but rather they are 'moonlighting'. In selecting teachers, the administrator must be aware of other commitments the teachers may have. With the current heavy emphasis on the education of the disadvantaged, many school systems have adopted after-school reading programs and cultural enrichment programs. The economic incentive for teacher participation is strong. However, no matter how dedicated a teacher may be, he cannot teach a regular class, participate in after-school programs and teach adults at night. Basically, it is a problem of physical limitation, of sheer exhaustion, and it is the evening adult students who suffer.

The undereducated adult responds to a dynamic teacher. The physical approach to teaching, preferably standing, lively demonstrations, blackboard explanations, etc., bear a real relationship to the adult student response.

Schools and localities differ, but most of our teachers have a specific skill. The 'moonlighting' teacher does not have a great deal of time for class planning. If he can be scheduled to teach in his major field, it will aid him in his preparation, and because of his own interest in the material, his classes will be livelier and more dramatic. Where-ever possible, classrooms should be set up for the specific purpose of the lesson that is to be taught there, for example, real laboratory rooms, reading labs, mathematical and social study laboratories. This arrangement not only aids the teacher but has strong impact on the students.

New materials, new methods, should be constantly employed. Teaching is a real science. Although certain basic techniques and methods will never be old-fashioned or out-dated, nonetheless, we should keep abreast, and we should encourage our teachers to investigate new materials.

In-service training is necessary and should occur on a regular basis. Older teachers need to be encouraged and sometimes forced to use new machines and methods. They are not to be blamed; their whole training was, in what might be termed, 'the printed page approach'.

Teachers must taste success as well as the students. Otherwise, they will never be inspired to dedicate themselves to the problem of instructing the undereducated adult. The need for dedicated teachers is enormous. The sincere help and service that the administrator gives his teachers will be amply repaid by the instructor's joy in teaching the adult student.

The administrator should constantly restudy and re-evaluate the school curriculum. He cannot undertake this task without the aid and assistance of the teachers who are on the scene and who know what is effective and what is not effective. For that reason, periodic meetings with staff, who voice their opinion about the curriculum, textbooks, and scheduling, should be held. Administrators must be ready for a healthy dialogue. Do not be defensive; keep an open mind; excellent ideas will come from the ranks. More important though, we will find the teachers ready to bear more responsibility when they help make the decisions, and they will work out ingenious ways of solving local problems.

A problem facing both the teacher and administrator is understanding the culturally deprived or the culturally different. We might even call it 'cultural disassociation'. In other words, there should be a kind of general freedom from all of the usual assumptions about characteristics and their casual relationships. A teacher should be very wary of any generalizations about the culture of the students they are teaching. A teacher must realize that among all cultures and sub-cultures, the areas of agreement about fundamentals are more numerous than the areas of disagreement. After all, we should be truly American if our great boast is true - that this country is the melting pot of the world. It is the interaction of the various sub-cultures that, in fact, has produced our American culture.

Students are acutely aware of the true emotions of their teachers. They may be more aware of these emotions than they are of the intellectual problems of the curriculum: the problem of the significance of the lower medium I.Q.'s, the development of general education, or the core of common learning. The perception of the whole and the search for insight are relevant in all learning processes for all human beings.

Teachers should be careful not to develop a patronizing, missionary attitude. This attitude involves the fatal, unspoken weakness of an attitude based upon a double standard of expectation. We should expect the same standards of performance that are expected of all other groups.

I want to return now to a point mentioned earlier. When the adult student comes to us, his whole attitude toward education is utilitarian. Adults return to school for a wide variety of reasons, e.g., advancement in their present employment, or the desire to improve themselves, so that they can help their children. One of the necessary qualities that an adult needs for the future will be the ability to adapt himself to the changing conditions made by our technological advance. The teacher, aware of the student's reason for returning to the classroom, must help him gradually change his focus to the goal of acquiring an understanding of concepts and structure in areas of knowledge, and not merely the accumulation of data.

The teacher must follow, at least generally, the curriculum provided by the school administration. The curriculum should be built on a search for insights into genuine problems, that is more likely to strike universal human response in a student. Teachers must be willing to find a way to relate the planned educational experiences to the perceptions of the adults that are before them, for the purpose of developing the kind of insights which will be intellectually useful throughout the rest of their life. Gradually, he must be led from the particular to the general. The student must be led from the acquisition of specific information to the ability to make inferences, seek general patterns, compose logical thought processes, to see in whole patterns rather than individual items. It is this type of learning that will make them adaptable, that will make them flexible in a cybernetic age.

From these general goals a conclusion can be drawn. We are faced with a vast problem in educating the disadvantaged adult. Because the problem is so complex, teachers and administrators need to work as teams, not in hierarchial structure. The administrator must be as sensitive to the staff as the individual teacher should be to his students. This combination of talents may be the main ingredient in solving the problem of basic education of the disadvantaged American adult.

In summary, the areas of understanding which teachers and administrators should have are these:

- + Cultural disassociation
- + A firm belief in the necessity to educate all our people.
- + An awareness of recent approaches to education, modern techniques and methods.
- + Clear understanding of the significance and limitations of the I.Q. score; the curriculum decision should be based upon this awareness.

References

Edelman, Lily, "On Keeping Man Alive". *Adult Leadership,* 15:4, pp. 125-126.

Jewett, A., Mersand, J., and Gunderson, D.V., eds., *Improving English Skills of Culturally Different Youth in Large Cities.* Department of Health, Education, and Welfare, Office of Education, (Washington: Government Printing Office, 1964).

Kreitlow, B.W., "Unemployment - Forget It!" *Adult Education,* 15:3, pp. 161-163.

Master Plan Committee H. *Vocational, Technical and Adult Education.* (Springfield: Illinois Board of Higher Education, December, 1963).

Murphy, G. and Kuhlen, R., *Psychological Needs of Adults.* (Chicago: Center for the Study of Liberal Education for Adults, 1955).

Scheffsky, Francis, "Meat and Potatoes of Good Adult Education". *Adult Leadership,* 15:6, pp. 199-200.

* * *

STAFF DEVELOPMENT

REUBEN HARPOLE, JR.
Staff Member, Urban Affairs
Department of Community Leadership Development
University of Milwaukee Extension

The lack of communication between the individual on the block and the 'figures of authority' has created tense conditions in our cities. It has become imperative for us in adult basic education to seek potential leaders from the blocks, and develop them as community representatives who will initiate positive programs, and ultimately serve as 'communicators' in the larger community.

In 1965, the University of Wisconsin-Milwaukee and the University Extension, under the direction of Dr. Belden Paulson and others, joined efforts with a number of Milwaukee's inner core citizens in the development of a dynamic program of involvement. Milwaukee's inner core comprises roughly 25 to 30 square blocks, directly north of the downtown area. This is the area of multi-problem families and the location of the many other characteristics of a deprived community.

Staff development can be divided into two phases: (1) the development of the community representative and (2) the development of a professional staff.

In this paper I shall attempt to develop my topic through a series of questions. Who is the community representative? From what type of background does the community representative emerge? What are the community sources for potential representatives? What is the process of developing an individual into a more effective 'human engineer'?

Who is the community representative? The community representative is an individual who is an 'opinion-setter' within his neighborhood. He is an individual who is thoroughly familiar with the physical, emotional and social aspects of his environment. He has his pulse attuned to his community's needs. A community representative is an individual who can communicate with the people on a block level and also to those in authority, such as school administrators, city government officials, welfare agents, law enforcement officers, and the business community. He is an individual who is aggressive and creative in his approach. There are many other individual characteristics which indicate leadership potential, but these four are among the most crucial.

From what type of background does the community representative emerge? Our community representatives come from all classes. Some are property owners; now and then one is a welfare recipient. Their formal educational experience ranges from the ninth grade to the graduate level. Their occupations include such jobs as postal employees, telephone company sales representatives, ministers of large and small congregations, advertising salesman for local Negro newspapers, housewives, and factory workers. Obviously, their backgrounds are as varied as the community they represent.

What are some of the sources for potential representatives? We have recruited our community representatives from Sunday schools, scouting, neighborhood community councils, block clubs, parent-teacher associations, in addition to individuals recommended by local ministers, residents, and local businesses (especially local barber and beauty shops and the corner grocery store). Often, community leaders, who may never appear in the newspaper or in the other traditional media, as leaders, may effectively persuade the opinion of others through the local beauty or barber shop. We have found the ability of these persons, as 'opinion setters', may have little or no relationship to the level of formal educational experience.

What is the process of developing an individual into a more effective 'human engineer'? The following steps may be employed as one development technique:

+ Meet informally with a small representative group of the identified community opinion-leaders.
+ Elicit their ideas about existing community needs.
+ Select one of the expressed needs as the initial project, based upon careful analysis of the group. Questions asked might include: how much time will elapse before results are visible? What personnel will be needed? How much will it cost? How much time will each participant expect? Is this a common need of an entire group of people? In our projects, a common theme expressed by the group has been the enlightenment of the inner core community concerning a variety of educational opportunities available to economically poor students,

youth and adults, as well as to the middle and upper class students.
+ Make the initial project a success!

Our first project was entitled, "Learning Beyond High School". The sessions were held one night a week for four weeks. We selected one census tract of approximately ten square blocks as our target area. Meetings were held at an inner core junior high school and two local universities, Marquette University and the University of Wisconsin-Milwaukee. The average attendance was fifty interested persons.

Evaluation indicated the following: Many of those individuals attending the series would have participated in such technical or college programs even without our help. Frequently, they were already motivated! Though motivated, many of the parents and youth had never visited the two university campuses. We, in effect, were serving notice to the people from the inner core community that we meant business.

Realizing that we had not reached many of the children who most needed our attention, our planning group felt that a survey of the community was needed in order to first identify the people's hopes and aspirations. At this time, people from the inner core had developed sufficient trust in the motives of Dr. Paulson and other university personnel to suggest that a questionnaire type survey could be carried out. Volunteers from the block were recruited to conduct the survey. It was felt, that inner core residents were 'survey-wise' and suspicious of strangers, and that fellow residents, though lacking high formal training in some instances, could carry out the survey with greater effectiveness.

A unique factor in the survey project was the fact that the block workers voluntarily made a personal commitment to administer 285 interview schedules of 27 pages each. The average time per home was approximately two hours, depending upon the number of children in the family between the ages of twelve and twenty-two.

Up to this time, there was no need for any formalized training of the block workers. But to have effective survey-takers, it was necessary to set up interview training, and to develop a pre-test of the area. To meet this problem, a specialist from the Wisconsin-Madison campus condensed a forty-hour course into two seminars for the purpose of training our survey-takers. We also enlisted a social research professor at the Milwaukee campus. Working together with his graduate class of thirteen and the thirty block workers, we designed the survey itself.

Some interesting facts resulted from the survey. The questionnaires administered by the block workers often contained insightful and cogent information, not necessarily found in those administered by the graduate students. This refuted the old argument that non-professionals could not do an adequate job. When the project was completed, a number of policy changes resulted, including the hiring of some of the block workers by the University of Wisconsin Survey Laboratory to conduct professional surveys. Over a period of time, the Milwaukee School System and other agencies have hired several persons who have worked with us as community representatives, as lay workers and school-aides. The remaining block workers have continued with us in our continuing community development programs.

A nucleus of individuals within the inner core was emerging as community development specialists, both the block workers (who in time were reimbursed nominally for expenses) and volunteers, whom they recruited subsequently. The block workers demonstrated that they possessed special skills of communication, frequently possessed by no other persons. It was no accident that the block workers could so appropriately be identified, as community representatives.

What are some of the projects resulting from the survey? In the summer of 1965, we initiated a demonstration reading project for forty-two inner core students between the ages of twelve and sixteen. These students were experiencing reading difficulties and were not attending summer school. They were recruited by the community representatives from the material gathered in the questionnaire, and through names furnished by an inner core principal who served as project director.

Four professional teachers were employed and six teacher-aides were selected from our group of community representatives. The daily reading classes were supplemented by a variety of enriching field trips. One continuing enrichment experience was the daily lunch the students had at the newly-constructed public museum. As the project developed, more and more interested citizens from the larger community became interested in our objectives. Several businessmen contributed time and money, thus creating the beginning of an alliance of interests between inner core residents and the larger community.

Again, the most vital person in the reading project was the community representative. It was the community representative who recruited the youngsters through personal family contact, who assured the regular attendance of the students, and who involved the parents, serving always as the 'communicator' between the families and the public schools.

The next project resulted from the weekly staff conferences. It was planned in the autumn of 1965, under the title "Demonstration Project to Improve Communication Between the School, the Student and the Family." The purpose was increased communication and understanding between the school and the families, through the efforts of the community representatives. In this liaison role, the community representative enlightened the parent and the child about their opportunities as well as their duties to the school and other agencies. Often, the community representative became a substitute parent. In this role, he or she worked cooperatively with the families until they could function autonomously.

The project continued from November, 1965, to June, 1966. Authorization from the Milwaukee Public School Administration to operate in an inner core junior high school had been received. Virtually all of the students' families within the designated school area were contacted by means of sub-dividing the area, according to the elementary school feeder districts. We selected fourteen of our key community representatives, who later became known as 'district supervisors'. They, in turn, recruited block workers as assistants.

Since the summer of 1966, the project has grown from one junior high, one hundred fifty families, fifteen teachers, and five part-time community representatives, to this summer's three public and eleven parochial schools, ninety-one teachers, nine hundred families and eighteen full-time community representatives.

Simultaneously, a series of planning sessions was taking place with Sears Roebuck & Company executives for the initiation of a charm school for teenage girls. The company agreed to administer the course and to enroll teenage girls who were recommended by our community representatives. During the autumn of 1965, and during the April, 1966, sessions, eighty girls completed the course. The program was later incorporated into the public inner core schools' curriculum upon the hiring of the charm school teacher by the public schools.

Our next project evolved from a limited involvement with two churches. They expressed a need for neighborhood youth centers, designed to enrich the lives of youth regardless of relgion or race. A center coordinator was enlisted to administer the church program. The churches and the resulting centers have grown from the original two centers to ten. Curriculum changes have coincided with the centers' needs. This summer, for example, a demonstration secretarial skills course was set up for children in grades seven to nine. The majority will be typing thirty-five words per minute by the end of the summer.

As each new project evolves, our professional staff at the university increases. Our base is broadened with the introduction of new kinds of skills. For example, our university recently hired a manpower development specialist to coordinate the typing program and several other related programs.

The original block workers are now professional community representatives employed on a part-time basis by the university. Some of them are presently enrolled in university courses or are planning to enroll in the fall with the purpose of upgrading their own formal educational development. Now we are considering a community-university training program that will extend into a six state area.

The models discussed in this paper can be duplicated in other communities. Presently, the university maintains two offices in the inner core. By making themselves easily accessible to the residents, the individual becomes aware of the university's existence and its interest in community involvement. In turn, the individual feels free to seek the university's technical assistance.

* * *

WORKSHOP PICTORIAL

A FINANCE and BUDGETING SESSION — Left to Right: Miss Joyce Hoffman (Grand Rapids, Mich.) Mr. Robert Murphy (Chicago), Mrs. Shirley Hatfield (Jeffersonville, Ind.), Mr. Virgil Kramp (Gary, Ind.) Mr. Newton Hatfield (Jeffersonville, Ind.), Mr. Ronald Morse (Utica, Mich.), Mr. William Tonkin (Sterling, Illinois).

STAFF ASSOCIATES AND GUEST SPEAKER — Left to Right: Messrs. Jack Bobay (Indiana), Robert Green (Illinois), James Gillen (Ohio), Nicholas Manych (Michigan), Keith Lape (Illinois), and Dr. Edward W. Brice (Washington, D.C.).

CERTIFICATION — Left to Right: Mr. Michael Stotts, Mr. Fred Teer (East St. Louis, Illinois), Dr. Oswald Goering.

Mr. Thomas Mann (Illinois) simplifies a technicality in finance.

WHY ADULT AND CONTINUING EDUCATION?

HOBART H. SOMMERS
Acting Director, Bureau of Adult, Vocational, and Library Programs
Region V
U. S. Office of Education

At the beginning of the thirties, Lyman Bryson of Columbia University wrote a textbook for the new field of adult education and entitled it just that, *Adult Education*. The first sentence of the book reads as follows: "Lifelong learning is an ancient ideal in the history of civilization, but adult education as an organized movement is comparatively new in American life". He went on to define adult education as including all the activities with an educational purpose that are carried on by people engaged in the ordinary business of living. But education has changed, and our responsiblities in education have been forced into new directions and away from the old purpose of imparting information into the new field of the development of social responsibility.

American education has mightily changed in the last half century. Our schools have changed. We now teach reading with machines; we program with computers; we teach science in the first grade and higher math in the second; we have more counselors than gym teachers; and more important, adult education has developed a new sense of social responsibility.

It was the launching of the Russian Sputnik in 1957 that made many of us question whether our schools were doing what they should. Sputnik did not cause the current revolution in American education, but it did provide a spectacular reason for taking stock in our schools. When we did, we found that some economic and social forces had been at work in our society that were altering our world, and that our schools were not reflecting the changes these forces had wrought.

The population explosion was one of the major sources of our educational problem. The 'baby boom' following World War II swiftly caught our schools unprepared to educate so many new arrivals on the American scene.

- In 1945, we had almost 32 million boys and girls and men and women in our elementary and secondary schools and in our colleges and universities.

- In 1955, we had 37 million. Now, in 1967, the number of children and adults in school is 58 million, a 72 per cent increase in 20 years.

- And by 1975, our projections indicate that the their numbers will soar above 65 million.

We don't need a computer to tell us that this expansion will demand more from education, more classrooms, more and better schools, and more and better teachers.

The increase in the number of persons going to some school is such, that within fifteen or twenty years there will be as many persons in the learning force as there will be in the labor force, eventually, close to 100 million in each with some in both.

The pressures created by the rapid rates of change are so great that there cannot be effective planning for the future without an awareness of the dimensions of today's educational revolution. It is necessary for educational planners to understand the interrelationship of the technological change with the pressures created by a changing social structure.

We know that our political philosophy, our practical maxims of business, and our doctrines of education are derived from an unbroken tradition of great thinkers from the age of Plato to the end of the last century. The whole of this tradition is warped by the vicious assumption, that each generation will live substantially amid the conditions governing the lives of its fathers and will transmit those conditions to mold with equal force the lives of its children.

We are living in the first period of human history for which this assumption is false. The point is, that in the past, the time span of important change was considerably longer than that of a single human life. Thus, mankind was trained to adapt itself to fixed conditions. But, today, this time span is considerably shorter than that of human life, and accordingly, our training must prepare individuals to face a novelty of conditions.

Within the lifetime of ten-year olds, the world has entered a new age, and already the atomic age has been followed by the age of the hydrogen bomb.

Teachers who never heard a radio until they were grown must cope with children who have never known a world without television. Teachers who struggled in their childhood with a buttonhook find it difficult to describe a buttonhook to a child brought up among zippers. The children whom we bear and rear and teach are not only unknown to us, and unlike any children there have been in the world before, but also their degree of unlikeness itself alters from year to year.

Let us hope that the world is not turned upside down in the next ten years, and that it will be inhabited by much the same population that exists at present with the addition of one-half billion new offsprings. The three major power blocks, the Soviet Union, China and the North Atlantic Community will be the principal combatants for the world's markets, prestige and influence. These blocks will compete for the favors of South America, South and Southeast Asia, the Middle East and Africa. Although occasionally, competition will be with armed weapons, the real object will be on proving to the have-not nations that one power block offers more effective assistance to the 'good life' than other systems.

This is only possible through a planned program of adult education. Our educational resources will be stretched, as we drive to provide better education at home than our competitors, and at the same time, share more of our resources, physical and cultural with the underdeveloped nations across the seas.

Leaders in educational administration in the United States have generally accepted the premise that education today has a four-fold responsibility:

1. A preparation for living, which includes, in addition to the fundamentals of the tools of communication, an education for the preparation of the individual for life in the economy and the culture of his country, and to give him the general education necessary to prepare him to live with other members in the international society.

2. A preparation for earning, which includes education in preparation for advanced education, leading to professional training at the college and university level, or education in preparation for activities which will provide funds for basic requirements of food and shelter.

3. A preparation for appreciation, not only of the arts of our own culture, but the culture and religious aspirations of the peoples of other nations.

4. A preparation for participation in the enormous task which we all have in making our world a better and a more harmonious place to live.

The modern concept of American education is preparation for complete living, for citizenship in its broadest sense.

One of our basic problems in providing the four preparations is the discovering for each individual, his particular aptitudes for life and everyday work, and by the best methods available, bringing to light the hidden patterns for future growth. Modern adult education in all countries now admits its responsibilities to the individual. For these reasons, our schools concern themselves with testing programs, cumulative records and experienced counselors in the guidance program. We know that all individuals do not learn in the same manner; neither do they have the ability nor the capacity to reach a similar state of development at a certain period in their formal schooling.

A democracy, if it is to function, must be concerned with two responsibilities: first, the need for universal education, which means the development of each individual to his highest potential; and second, the necessity for this education to concern itself, not merely with the content of science, mathematics, literature and the arts, but also with the implication of these studies to man's expression of his own nature.

The complete program of education includes a place for the development of personality. Education is an essential instrument to make democracy function, and nothing can do more harm than the thesis that art and music can be taught as subjects in a neutral manner with respect to human values.

One of the most difficult problems for a free people in a period of swift change is to identify, nurture and develop the talents of the individual. On its ability to solve this problem often rests the fate of freedom itself. In any free society an unappreciated or undiscovered talent, a wasted individual skill, a mis-applied human ability is a threat to that peoples' capacity to survive. It is our ability to marshall the skills and abilities of thousands of individuals that makes possible the achievements of modern science.

Education is a continuous process. It does not stop with the completion of formal schooling at any level, be it high school, college, or graduate school.

When we cease to learn, we cease to live. When we arbitrarily limit the opportunities for people to learn to maximum ages, we place in jeopardy our democratic form of society.

Our nation, our society, is one of millions of human beings, which, individually and collectively, has tremendous intellectual, civic, and spiritual potentialites. These potentialites cannot be fully realized solely through a reliance on a formal educational program for youth, however wisely conceived and ably led. These attributes of human beings will be more fully realized, only if the learning process continues from birth to death and is accomplished through opportunities for participation, for action, and expression. Adult education is more than a spectator affair.

We are living in an age when the tempo is so fast, where the affairs of mankind are so complex, and in a world which has become so small, that it is important that we stop periodically to take a look at what is happening and where society is going. In a real sense of the word, this looking and stock-taking is adult education.

I am convinced that man's hope for a peaceful world, a world in which there is universal respect for the dignity of the human personality, can be realized only if each individual develops the ability to think independently and clearly about fundamental human values and common human needs, and then uses that ability. These hopes are much more likely to be realized if we develop the habit of critical thought. They are less likely, where there is passive acceptance of ready-made opinions. The ability to think critically and to express one's thoughts and opinions can be developed and can be kept keen through adult education.

The arts not only keep the ability to think at razor-edge sharpness, but also provide avenues for developing an understanding of the peoples of other parts of the world and even the political, social, and religious philosophies of other nations. They provide media for communication between peoples at a given time and between generations of people.

It seems logical that we should have some concept of the phenomenal developments in the sciences that are becoming so much a part of our everyday lives. While we can't all be experts in physics or chemistry, we can acquire some knowledge of the fundamental principles. Electricity, nuclear energy, geology, geography, our physical body, chemical reactions, engines, motors, bridges, and buildings need not be mystical things, completely beyond our understanding. An understanding of some of the fundamentals can be acquired through adult education, if this was not obtained through our formal education.

Since life is a continuing process in which each of us plays a role and then moves off-stage, we cannot play our roles effectively without some knowledge of and appreciation for the past. Whether we intend to do so or not, while we are on-stage, we are contributing to that which will be the past for the next generation. To me, this past, which continually moves forward with time is like a moving average that reflects in terms of plusses and minuses the ups and downs of specific time periods. This is similar to our culture. We have much to gain in the way of a richer and fuller life by understanding and appreciating our cultural heritage and by purposefully contributing to its enrichment. This we cannot do only between the ages of kindergarten and the time of receipt of a degree from a college or a university. This understanding and appreciation of, and purposeful contribution to culture, involves a continuous learning process, that is adult education.

There is nothing wrong with striving to improve ourselves in our career jobs or in preparing for better jobs. This, too, comes within the field of adult education. The man or woman who has stopped studying and thinking is not apt to go far beyond his present job position and, in fact, will likely slide backward, careerwise.

I hesitate to discuss leisure time in this paper. Most of us have doubts about there being much leisure time. However, it is necessary to remind ourselves that work-weeks are much shorter than they were twenty-five years ago. Scientific developments in home, office, and shop make it less necessary to spend long hours at what often was sheer drudgery. Retirement is a reality most of us must face with a realization that there are good possibilities that we will live for ten, fifteen, or twenty years, thereafter. What are we doing and what will we do with this leisure time? Are we using this leisure time in a creative way, in significant living, in securing happiness for ourselves and family members, or are we just vegetating? The happy person in retirement and the healthy person in retirement is much more apt to be the person with interests and activities that are beyond the immediate concerns of a day-to-day earning of a livelihood.

Adult education then consists of those multitudinous opportunities for self-development, for personal growth, for creative living, for self-improvement, and for self-expression. It includes classes with instructors and discussion groups with leaders. It also includes libraries, museums, galleries, and exhibits. It includes the opportunities for individual learning, whether it be cake-decoration, handicraft, playing a musical instrument, or the study of Spanish. It can include learning experiences that are truly pleasure-giving and primarily recreational in nature. It can include learning experiences that relate directly to improving one's professional or trade skills.

Why adult and continuing education? Simply because through adult education in the broadest meaning of the term, we are more apt to be able to live healthy, socially useful, and personally satisfying lives; because man, by his very nature, was intended by his Creator to be capable of living a significant life and to be creative; because the world will be a better place in which to live, as men have the opportunities and make use of them, for thinking, communicating, creating, and living together in harmony and peace.

* * *

INDIVIDUAL PROGRESSION: A CURRICULUM ORGANIZATION
THE THEORETICAL FRAMEWORK

MARGARET L. CARROLL
Professor of Education, Northern Illinois University

It is in response to a question similar to, "Why can't I be just me?" that the concept of 'individual progression' was initiated. What then is 'individual progression'? It is a curriculum organization in which each student has the right and responsibility to experience continual emergence of newness to progress. For an examination of this curriculum let us use the model for curriculum design as shown below:

A MODEL FOR A CURRICULUM DESIGN

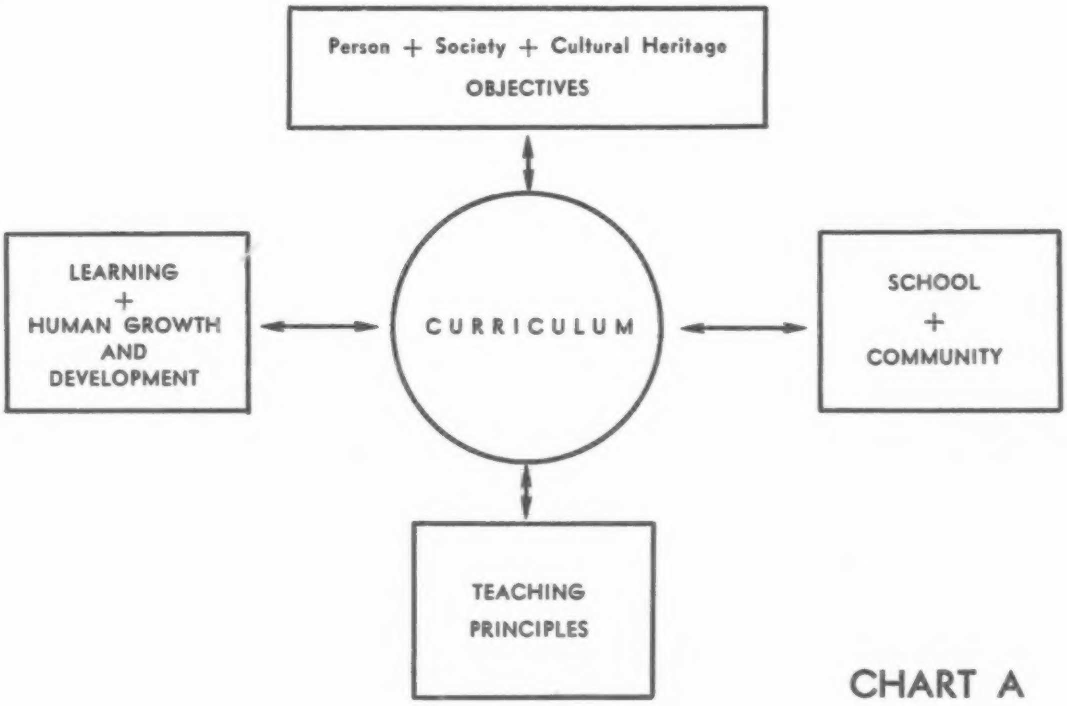

Person + Society + Cultural Heritage
OBJECTIVES
LEARNING + HUMAN GROWTH AND DEVELOPMENT
CURRICULUM
SCHOOL + COMMUNITY
TEACHING PRINCIPLES

CHART A

The educational values are determined from the value statements of the person, society, and cultural heritage. Individual progression regards the person as an individual who has a natural wonder of the world about him. He is curious, inquisitive, hopeful. As he goes from one event to another in which he feels a sense of satisfaction this natural wonder increases. Man is a thinker, a decision-maker, a doer, a believer, an appreciator. He has feelings which are as real as his hands. He should perceive himself as an adequate human being, recognize that he has a unique contribution to make, and function in terms of his commitment.

What are the value statements regarding society? This society should be built on faith in fellow-man which demands mutual respect and a willingness to engage in dialogue and conversation. A quick view of our world today, shows its ever-increasing awareness of the interdependency of its peoples. This awareness, coupled with the rapidity of change in all phases, brings an intensity to living; an urgency to commitment. This demands an honest expression of self, an openness to others which permits their viewing us as we really are. With this basis, human confrontations can then be sources for renewal or emergence of newness. We can no longer ignore or mistreat the man next door while we fix our gaze on projects in remote continents. Our society must encompass both.

The role of the school in a dynamic society remains the same as it was when schools were first instituted. Schools have the responsibility of bringing the students and subject matter together. It is still expected that the school is the place where the child, or even the adult, will learn to read, to do mathematics, to write, to formulate generalizations and concepts, to develop appreciations. All of these are the subject matter with which the school deals.

However, even though the task of the school remains the same, the subject matter with which the school is involved is not the same. This becomes equally important in the education of adults. It is no longer the frozen, static entity which is found between the covers of books. Now subject matter is found all around us. One example is the television which informs us of history as it is happening. Or, we may travel and view at first hand one of the natural or man-made wonders of the world, only to discover that one of the facts reported in the textbook at home is inaccurate.

Perhaps even more important is the realization that facts today are tentative. No one group of students is more aware of this facet in the educational process than the adult group. And it is the adult basic education student who, for some reason, has failed to absorb the facts, the fundamentals, the simple rules necessary to read and write, even marginally.

Subject matter is dynamic, viable, ever-changing. It has donned the characteristics of our 'action' world. It demands an alertness, a sensitivity for questioning, a willingness to accept tentativeness, even ambiguity. The emphasis, then, is placed on the process - the process of inquiry. It is the ability to ask pertinent questions and to seek appropriate answers.

These values of the individual, society, and cultural heritage lead us to the objective of developing a man who communicates, reflects, and inquires. These are the compelling forces of his life. He doesn't finish a course -- he doesn't finish school -- he merely opens another door and another and another. He continues to emerge a better person, always.

Individual progression emphasizes the uniqueness of each individual. Authorities in human growth and development have been stating this since the beginning of the century. Teachers glibly verbalize this emphasis. However, this principle is truly operative in individual progression. Here, the adult basic education student is an identity until himself. His plan of study is unique because he is unique; therefore his plan of study is tailored to fit his uniqueness.

The principle of learning which states that for effective learning the adult basic education student should be involved is the major learning generalization to be used. This generalization encompasses many facts and can be easily translated into teaching principles.

1. The teacher listens, observes, suggests, evaluates, records and gives approval, as the student, (a) self-selects; (b) self-directs; (c) self-evaluates; (d) self-reports his own educational opportunity, and (e) plans ahead for his own growth.

2. The question which the teacher uses in approving the student's selection of the educational situation is: "Will this permit the student to progress in content, process or mode of inquiry, and values?"

3. The teacher trusts the students.

This is the conceptual framework undergirding individual progression. Now what will be the curriculum? Curriculum is defined as the interaction of student and teacher in an educational situation containing content, process, and values for the purpose of facilitating the students progress to maturity toward some educational value. Let us now examine two aspects of the classroom: the environment and the action.

The physical setting for this educational program may range from the small (30' x 30') classroom to the wall-less areas found in some of the new school structures. The instructional materials will include a multiplicity of books: textbooks, reference materials, fiction books. There will be programed learning materials, single concept films, and multi-media kits. Each classroom or educational area will resemble an intellectual-cultural learning center with the following zones:

1. Skill development - with programed learning materials and teaching machines to facilitate skill and rote learnings in all disciplines.
2. Reflection zone - to provide opportunity for intellectualization, meditation, intuitive thinking, a quiet place to integrate all learnings.
3. Science and technology - including opportunities for growth in all disciplines in science.
4. Aesthetics zone - for contact with expressed beauty.
5. Human body zones - to develop understandings regarding physical and mental health.
6. Cultural patterns area - demonstrating patterns of living in the world.

These zones are not walled-off areas. (See Chart B). They are open spaces to permit freedom of movement and constant availability to students.

CLASSROOMS ARE INTELLECTUAL-CULTURAL CENTERS

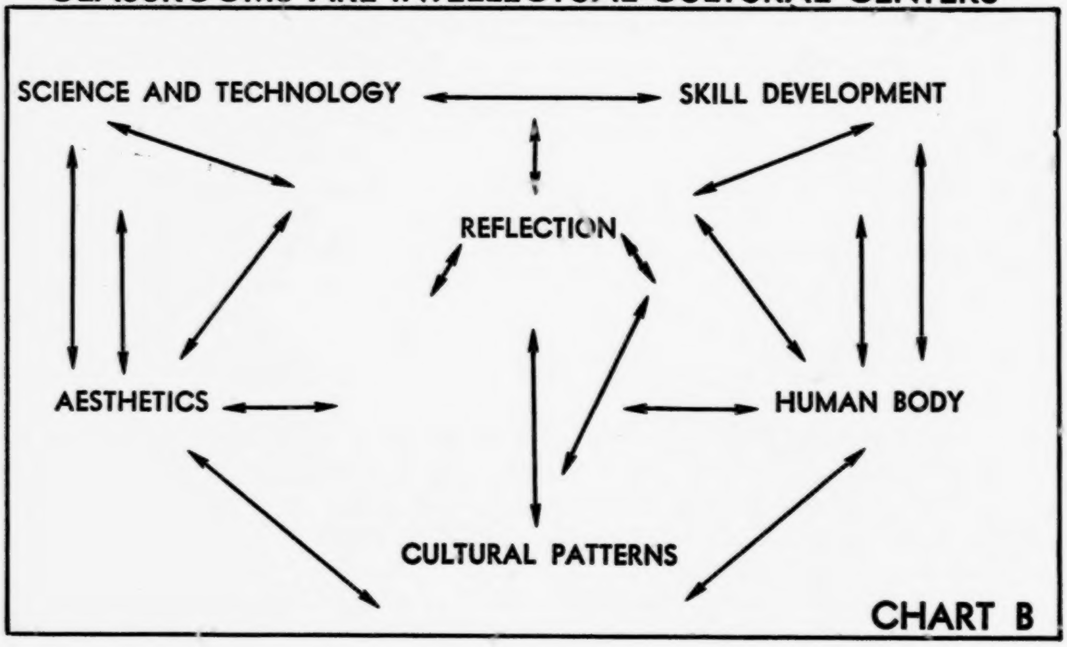


CHART B

Action in the classroom will be student initiated. During the first few days of the class, the teacher will be gathering as much evidence on each student as possible. This will be done through individual conferences, class conversations, observations, testing, and perusing previous records. The final plan of action will be formulated in an individual conference, when the student appears to have discovered the learning task with which he feels he should be involved and presents his plan to the teacher for approval. The teacher will be guided by the key question, "Will this learning task permit the ABE student to progress in subject matter, in content, mode of inquiry and/or values?" If the answer is affirmative, the teacher will further explore the plan with the student until an appropriate decision is reached. After each adult in the class has had an opportunity to confer with the teacher and is now involved in his learning task, the teacher continues her observations in an attempt to insure that each adult student is involved in an appropriate task. The teacher will keep detailed records of the activities and progress of each adult learner which will serve as a basis for further planning.

Emphasis is placed on individual activity. However, small groups will form as need for direct instruction or mutual interest is evident to the adult learner and the teacher. Each group will dissolve when the need no longer exists. Opportunity for small group work will emerge as adults are involved in their individual tasks.

There will be opportunity for total group experiences. Aesthetic growth can be stimulated as the total group shares a literary piece, an art form, a musical composition, an unusual phenomenon in nature. Events which demand the total group involvement will be planned and conducted by the total group. Such events might include a Family Visitation Day, a Science Display, or a field trip.

Content from all subject matter disciplines will be included in the individual, small group and total group work. The specific schedule for each group of adult learners will emerge as the teacher and students plan and work together.

Self-evaluation will be emphasized in the program. Each learner will be expected to evaluate his own progress in each educational activity. He will keep a daily record which will be a basis for his weekly evaluation conference with the teacher. At this time, both the adult learner and the teacher will attempt to determine the areas which need improvement and accordingly make plans for future activities.

This, then, is individual progression. It is based on one concept, TRUST. Trust in humanity. The teacher must trust himself and trust the learner. In this way the learner learns to trust himself and becomes free, free to develop his uniqueness and his contribution to society, free to trust others and thus aid themselves in their own becoming - in their emergence to newness.

* * *

THE EVALUATION AND SELECTION
of
ADULT BASIC EDUCATION PROGRAM MATERIALS

ROSE MARY PATTISON
Director, Adult Basic Education
Indiana State Department of Public Instruction

Recently, a young teacher reported her experience in teaching about the *Sermon on the Mount* to a class of youngsters. After the subject had been discussed rather completely, she asked, "Now, where would you look to find the Beatitudes?" Trying to look intelligent, little, red-haired, freckle-faced Tom replied, "Well, I guess I'd start with the 'yellow pages'."

The topic, "The Evaluation and Selection of Adult Basic Education Materials', has taken me into exciting areas, extending from the 'yellow pages' to the National Society for the Study of Education Yearbooks, of which the 1967 edition is completely devoted to problems related to the educationally retarded and disadvantaged. If a quick look into the area of instructional materials for the disadvantaged adult can be so stimulating, a persistent interest in this topic should strike gold!

Most published information, dealing with evaluation and selection of instructional materials, is concerned with meeting educational requirements of specific groups and classes of children. Sometimes, peculiar needs related to specific problems are discussed. Regardless of the numerous solutions for the problems of socially, mentally, or physically disadvantaged children, these solutions do not provide direction for dealing with the large numbers of educationally disadvantaged adults. These adults are remaining in schools longer while trying to use education to remove social and economic roadblocks to a more satisfying independent life.

Why, you may ask, in the effort to provide education for these adults, do administrators need to know about instructional materials?

Cyril O. Houle has said:[1]

> Those who occupy positions of responsibility in adult education must operate in a far more complicated pattern than those who practice a traditional profession. The

> educators of adults belong, potentially, not to a single profession but to a family of professions. Moreover the future is probably one of increased diversification rather than of greater simplification.

Houle compared the forms of leadership in adult education to a pyramid which he divides horizontally into three levels. The base level of the pyramid is the largest and is compared to those who serve as volunteer educators. The second level, or mid-section of the pyramid, is composed of the groups of individuals who combine educational functions as part of their employment along with other duties. The third or top section of the pyramid is the smallest group and their prime concern is adult education, as their basic career expectations are in this field. Directors and supervisors of adult education in the public schools are in this third level with professors of adult education and those who direct educational activities in institutions, agencies, and industry. As adult education becomes more extensive and diversified, the related components of the director's responsibilities will become more numerous.

Since adult basic education teachers are classified within the mid-section of the pyramid, their first concern may be some other responsibility which consumes the largest portion of their instructional time. The adult basic education administrator cannot, then, expect the teacher to provide his own unguided orientation into the world of an adult basic education program.

Another important consideration is that of developing a comfortable social climate in a classroom of adults. Monroe Neff, in his *Adult Basic Education Seminar Guide*,[2] reported on an experiment, which studied the effects of various social climates on the behavior of the members of a boy's club. The leaders were coached to play, in turn, an autocratic, a democratic, and a laissez-faire role, respectively.

Under autocratic leadership the boys were reported to have done nothing, unless told to do it, and nothing additional after the leader left the club house. With democratic leadership the boys exhibited a much greater degree of responsibility. This was evidenced by both the initiation and completion of tasks. When the groups were lead by a laissez-faire philosophy, there was general discontent, frustration, and poor morale. The basis for these observations might be extrapolated to show that the same reactions would result with adult learners as well as administrators-in-training.

Before an adult basic education program is developed, a set of operational objectives should be formulated. The teachers will need to know what knowledge should be transmitted and then what materials and techniques are most effective in helping to transmit the information or skill. For administrators, it seems, that after objectives are developed for the educational program, one of the desirable items would be a bibliography to guide in the selection of effective teaching materials.

In an attempt to satisfy an expressed need of professional people in the field of adult basic education, the Adult Education Resource Center of Newark State College in New Jersey, has published an annotated bibliography[3] of curriculum materials used in programs throughout the country. This bibliography is indexed alphabetically, according to grade level and book title. The pages are color-keyed for the various grade levels, as an aid in easy identification of texts for reading and mathematics materials. A publisher's index is included, and it is the editor's intention to issue pages for insertion which will update the annotations and include new publications.

The placement, or progress of the adult learner is, to a large extent, indicated by his reading ability. Since many administrators and some adult basic education teachers have not had training in the teaching of elementary education, they may find both assistance and guidance in a set of Dr. Walter Barbe's 'Reading Skills Check Lists'.[4] These skill check lists were developed for elementary grades one through six and were intended to serve as teacher-aids to guide in the orderly presentation and development of skills. A copy for each adult learner can be kept by the adult basic education teacher to record the progress of adult students. These check lists have been widely used as an overview of elementary reading skills and are designed as instruments to guide the teacher. Through their use, it is easy to ascertain the level at which the student is performing and to determine what progress he has made. The sequence of listed items provides an indication of the expected level into which certain comprehension, vocabulary, and related reading skills should fit.

But, it is important that both methods and materials of instruction have maximum meaning to the adults. It is also important for the learning experience to have close relationship to the goals of the learners. For example, we might doubt that an adult would want to learn to read by memorizing and applying the many phonics rules such as: i-n-g makes the vowel sound long except where the preceding consonants are doubled.

Clymer[5] reported there are approximately eighteen generalizations in phonics rules which are applicable over eighty percent of the time. Accordingly, with regard to the 150 or more phonics rules which exist, we suggest that if an adult education teacher is using a check list or guide which was developed for grade school children, careful elimination and substitution should be made so that the material will be useful and appealing to the adult. Also, there should be correlation in the teaching plan for vocabulary development, word analysis, meaning and use, and the development of comprehension skills related to oral and silent reading. Many good ideas can be gleaned from the "Reading Skills Check List" for an adult basic education program, but consider its use as a reference check and guide, not necessarily in its specific totality.

Since coordination of subject matter and skill development is necessary, in addition to the consideration of the interests of the adult learners, the entire scope of the program objectives can be expanded and fulfilled gradually, as reading ability increases.

Paul Witty has reported on a program which has probably been the largest and most successful in educating disadvantaged persons.[6] This classic example includes men who were inducted into the Army to satisfy the great need for manpower during World War II. Large numbers of illiterate and non-English speaking men were inducted, even though a fourth grade reading competency was believed to be essential, if these men were to become useful soldiers.

These men had come from rural and mountainous districts, from border and coastal states, from impoverished urban areas and from foreign communities. The men were eager to learn, but if it was established that they could not make acceptable progress, they were given honorable discharges.

The army used established principles of education and succeeded remarkably well in offering a program, which enabled the illiterate and non-English speaking individuals to acquire fourth grade skills in eight weeks.

The methods and materials used were functional; the words taught first were those most used by soldiers; the readings used concerned problems familiar to soldiers.

Visual aids provided information regarding such subjects as the uniform, air raids, firing rifles, caring for the barracks, or spending money at the PX.

Initial vocabulary words were presented not from a book, but with a filmstrip that employed a series of pictures or frames for each story. Word labels were used. Summary scenes and review or summary word frames were used until 46 nouns, 31 verbs, 12 prepositions and some other descriptive and abstract words were fairly well understood. Then the men were introduced to the basic *Army Reader*.

The men were given reading, writing, and arithmetic instruction for a period of four hours daily, followed by four or five hours of military instruction under the same teacher. The military training was given with special regard for coordinating vocabularies and skill development with that of parallel academic work. The class size rarely exceeded twelve, and individual guidance was given as needed.

Most of these men had a more favorable health environment than was heretofore the case, and they were living in a manner which was in many ways more secure and well-ordered. The educational salvage rates of these men averaged above ninety percent in an average period of eight weeks.

This special training program by the army showed that illiteracy among adults need not continue as a social problem of the present magnitude. It also emphasized the importance of certain principles of learning in teaching educationally disadvantaged people.

It demonstrated the validity of using functional methods and materials.

It revealed the value of visual aids in the learning process.

It showed the importance of strong interest and motivation stimulation.

It demonstrated the value of clear objectives and 'programmed' goals, but not those limited to pencil and paper.

It showed the importance of correlating activities.

It demonstrated the value of keeping a class small.

It emphasized the use of supplementary materials for applicatory exercises in all training activities.

The subject of programmed education materials is currently of much interest in the United States and in other countries of the world. An international seminar on Problems of Adult Education is held annually at the National Adult Education Center at Haus Rief, Austria, under the auspices of UNESCO. In 1965, one of the five meeting days was spent on programmed education. Dr. Borivoj Samolovcev of Belgrade, Yugoslavia, observed that the present tendency is to see programmed education as the answer to all of the problems of learning or to totally reject it. Dr. Samolovcev suggested that scientific verification is needed which takes into account the nature of knowledge and the differences in the teaching of the different sciences - natural, mathematical, and social.[7]

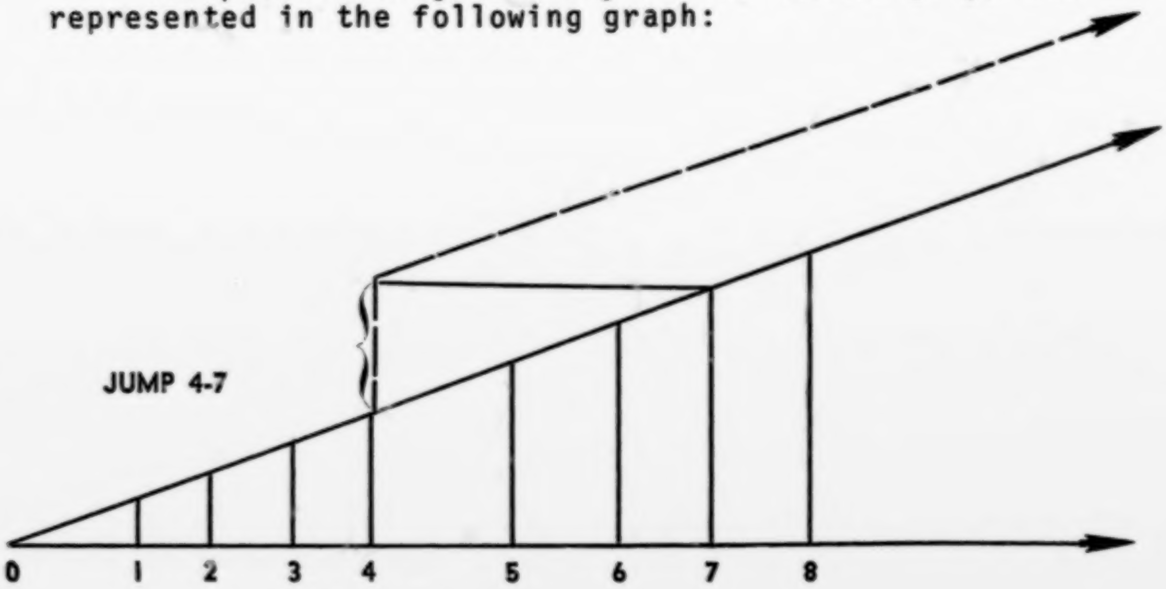
The differences in programming the education of adults, compared to programming education for children, also needs to be investigated.

Some reliable research has been reported regarding the above questions, however, programmed education for adults is faced with some scientifically unsolved problems. In his presentation, Dr. Samolovcev pointed out three of programmed education's unsolved problems:

+ The contradiction between what is known about the nature of learning and programmed education. The idea here is based on the fact that in strict programmed learning the process, depth of penetration, and related behavior is limited by the graduality parceled out in the learning frames. Such a framing of a cognitive step in a measured amount leads to a mechanical partitioning of the whole process of learning and excludes provision for handling any sudden jumps in cognition and related behavior.

Dr. Samolovcev reported that in adults, the process of learning does not develop only gradually. It can develop by spurts, because of the adult's past experiences and the influence of other sources of learning media, especially in the field of the social sciences.

The problem of graduality of the sudden jumps was represented in the following graph:



A) 1-2-3-4 phases or doses of cognition (or learning)
B) Jump 4-7 is basic antinomy (paradox) of programmed education in the domain of social sciences

In a field in which adult experience appears as an element of learning, or to state it differently, where learning is based on experiencing, programmed education is inadequate.

The above mentioned limitations lead us to conclude, that especially in the social sciences, the organization of the frames for programmed education is not able to accommodate the sudden spurts in adult learning.

(Herschel Thomas, Director of Education at the Indiana Reformatory, became aware of this same phenomenon when he tried programmed material with the inmates. Progress had come to a virtual stand-still because the learners were in a section of the program which offered no challenge. In this case, a good teacher was able to avert the state of boredom which had set in, by guiding the individuals to more advanced sections of the program).

The situation for programmed education is different in mathematics, foreign languages, and natural sciences. The starting point here must be determined by examing the state of development. Then, programming by strict graduality is necessary in the process of cognition.

+ The absence of genuine spontaneous stimulation which can only be supplied by a good teacher. We cannot say that the problem of stimulation is not present in the use of programmed materials. The potential character of spontaneity of the stimulation, however, must depend on the subjective 'experiences of success' by the learner.

The instructor's presence is indispensable here, since programmed education alone, can neither ensure success, or even ensure perspective in learning.

The character of spontaneity may also be influenced by the following:

> Care needs to be expressed for self-initiated aspects of learning and responsible use of freedoms by the learner.
>
> Care needs to be expressed for the individual as a person with feelings and needs.
>
> There needs to be a free atmosphere for discussion and for creativity.
>
> Evaluative understanding needs to be supplemented with empatic understanding.
>
> Realization must also be given to the fact that the student's perceived outcome of education is often reflected in his perceived relationships with the teacher.

+ The indetermination of the theory considering the didactic method aspect of programmed education. There is danger of oversimplification in a go-no-go, black-white learning situation. The Aristotelian exclusion of the Mean exists with all the shades of gray missing.

In the United States, programmed education has many followers, predominately among people with the minds of businessmen, many of whom seem to view it as a laboratory method, sufficient unto itself.

Others see programming as an educational method, which with other methods, makes the function and the significance of programmed education relative. Much of its value depends on the instructor and the paralleled application of other methods of instruction.

The teaching machine might be viewed as one expression of the American 'technological complex.' It should be treated as a text-book; here again the instructional form and the subject matter, teamed with a good teacher, is vital for success.

Educators must not be left behind in the use of new educational methods and media, just as illiterates must not be left behind in an age of television and technology. But we must make proper choices in our selection of appropriate media, if we are to achieve planned educational objectives.

REFERENCES

1. Cyril O. Houle, "The Education of Adult Educational Leaders", *Handbook of Adult Education in the United States.* (Chicago: Adult Education Association of the U.S.A., 1960), p. 128.

2. Monroe C. Neff, *Adult Basic Education Seminar Guide.* (Chicago: Follett Publishing Company, 1966).

3. Dorothy Minkoff, *Adult Basic Education Curriculu Materials for Teaching, An Annotated Bibliography of Teaching Reading, Writing, and Mathematics,* (Adult Education Resource Center, Newark State College, June, 1967)

4. Walter B. Barbe, "Barbe Reading Skills Check List," (3124 Harriet Road, Silver Lake, Cuyohoga Falls, Ohio, 1960).

5. Theodore Clymer, "The Utility of Phonic Generalizations in the Primary Grades," *The Reading Teacher,* XVI, (January, 1963), pp. 252-258.

6. Paul A. Witty, "Guiding Principles in Reading Instruction", *Basic Education for the Disadvantaged Adult: Theory and Practice* Frank W. Lanning and Wesley A. Many, eds., (New York: Houghton Mifflin Company, 1966).

7. *Obrazonvanje Odraslih,* God. XII - br. 9-10 Stran 4-60 (Journal, Adult Education Yugoslavia), pp. 83-85.

TESTING, DIAGNOSIS, AND CLASSIFICATION

RICHARD W. BURNETT
Professor of Education and
Director of the Reading Center
University of Missouri at St. Louis

Testing, for the sake of testing, is never justifiable. In any educational program, the inclusion of testing in adult basic education programs should be an integral part of the instructional procedures. The results of tests are to serve one major function - to improve instruction. Instruction is improved through changing teacher behavior in the direction or manner indicated by the proper interpretation of test results. Illustrations relating testing to reading instruction will be developed in this presentation, because reading happens to be the writer's field of specialization and, also, because reading improvement happens to be at the core of adult basic education programs.

The uses of testing in improving adult reading include the following: (1) determining the functional reading ability of the adult at entry into the program. For example, what kind of material, if any, can he read accurately and with reasonable ease?; (2) estimating where the adult should be placed in terms of instructional materials to be used and in what instructional group should he be placed. What type of reading should he be doing under teacher direction to improve his reading facility? And, with whom can he be expected to work whose level of proficiency is about the same and who has similar instructional needs?; (3) analyzing specific reading skills that are being utilized by the adult, as well as his skill deficiencies, in order to give direction to instruction. Why is the adult reading at the level he is reading? What does he need to know to read more efficiently?; and (4) judging the degree to which instruction is effective by measuring gains in specific skills, as well as improvement in overall reading proficiency. Can he apply specific skills at this time that he could not use at the beginning of instruction? Does his mastery of these skills contribute to his reading more difficult material with greater ease?

Unfortunately, there are no group tests available that can provide complete answers to the above questions. The usual group-administered reading tests are not useful for grouping purposes, because there are too many different ways by which individuals can come out of testing with what appear to be comparable scores. Two adults may score 5.0 grade equivalent, and one may be able to read a newspaper, while another cannot begin to secure information from the newspaper.

Group tests are not useful for assignment of instructional materials, because the grade equivalent scores derived from group tests are not directly equated with the readability levels of instructional materials. An adult scoring 5.0 on a reading test will be likely to flounder in a fifth grade book.

They are not useful for specific skills analysis, because the subtest classifications are too general to be translatable into instructional practice. Low scores in vocabulary may be attributable to weak word recognition skills; low scores in comprehension may be attributable to weak word recognition skills or to poor vocabulary. Group-administered standardized tests are useful only in establishing a beginning score, against which to match another score at the end of a program of instruction. In serving this purpose, they provide one objective criterion for evaluating the success of the program.

Tests are tools of instruction. To look for the 'best' test to use in an adult literacy project is a mistake, if it is assumed that good tests somehow can improve aimless instruction offered by inadequately prepared teachers. Unprepared teachers simply ignore or misinterpret test results in the same way they can ignore or misuse the best available instructional materials. The role of an educational leader, (and, certainly, this should be the correct description of an administrator in ABE programs) is to provide necessary in-service training for his teachers in methods that will contribute toward the most efficient use of tests, as well as instructional materials. The selection of tests should be influenced by the understanding or sophistication of the teachers, as well as the type of adult population being instructed.

To appropriately assess the reading proficiency of adults, to analyze their strengths and weaknesses in reading, to group them for reading instruction, and to select appropriate reading materials demands that the teachers understand what the reading process is, and to know what the skills are that make up the total process. They must also be able to identify behaviors that indicate deficiencies in specific skills, and to be able to teach specific skills, while at the same time promoting growth in the overall reading process. Perhaps this sounds like a big order to fill in getting instruction off to a good start in a basic reading program. However, to settle for less, is to conduct a program that accomplishes its purpose only by accident and not by design, if, in fact, it accomplishes its goal at all.

Teachers need to be shown what the results of group tests mean, and what they do not mean. They need to be shown how to analyze group test results in a manner that leads to a better understanding of individual instructional needs. They should be familiarized with the informal reading inventory if they are to determine the adult's instructional level. They should be shown how to record oral reading errors, and how to interpret patterns of errors, which indicate the direction instruction should take. These informal testing techniques, if used properly, can help to involve the adult learner in the analysis of his own strengths and weaknesses and, where used on a regular schedule, can serve to demonstrate for the adult, a pattern of steady improvement.

* * *

COUNSELING BASIC EDUCATION STUDENTS

MERREL R. STOCKEY
Senior Psychologist and
Director of the Counseling Center, Milwaukee
Vocational, Technical and Adult Schools

When we speak of counseling with adult basic education students, it is necessary, in view of our experiences, to differentiate between the self-referral type of students and the agency cases.

Over a long period of years, the Milwaukee Vocational Technical and Adult Schools have been in the business of meeting the varied needs of people in basic education. Prior to a few years ago, most of the people we saw were individuals who had felt-desires for improvement. They responded to these feelings by presenting themselves for training appropriate to their wishes and needs. More recently, we have been seeing an influx of basic education students who are referred to us by governmental groups. The nature of their problems, as they relate to counseling, have usually been quite different from those we find in non-agency clients.

In recognition of the differences between the two groups, I would like to consider them separately. Perhaps it will be most expedient to list observed characteristics of each group followed by a few case histories to illustrate how these features are reflected in their day-to-day living. Finally, I would like to consider some of the counseling approaches we have found most productive.

Characteristcs of Non-agency Basic Education Students

Student is frequently stable in employment.

Student discharges head-of-house responsibilities adequately.

Student is highly motivated to become successful in training program: academic or shop training.

Student is relatively free from serious personality problems, though there are exceptions.

Student's primary problem was educational disadvantagement. Many had formerly lived in an agrarian environment where limited formal education was the way of life.

Student's immediate family was a cohesive unit that supported a desire and an effort to improve his condition.

Student's physical condition was generally good.

Perhaps the most important single characteristic listed above is motivation. Psychometrically, this is an elusive quality which we find extremely difficult to measure. Nonetheless, it is a force that frequently spells the difference between success and failure in the school situation.

Two cases will illustrate what tenacity of purpose can do. Both individuals in these cases were basic education students. One was a retired man; the other was a young boy of eighteen or nineteen.

The elderly gentleman was about sixty-seven years old at the time he was referred for counseling. He had worked hard all his life and successfully discharged the obligations of a husband and father. His wife had died. His children were grown and were gone. Now, with the leisure of retirement, he was returning to school to accomplish something he had been denied to this point; namely, the ability to read. The driving force motivating this illiterate man was to learn to read well enough to finally be able to read his *Bible* independently. You can appreciate what a herculean task it must have been for a man this age to acquire skills that normally would have been provided him some sixty years earlier. Nevertheless, he persisted, and in some two year's time, reached his goal.

The second case, that of the younger man, never ceases to astound me. Perhaps you are familiar with that special section of the *Reader's Digest* entitled, "The Most Unforgetable Character I Ever Met". Tom surely qualifies as that character in my personal experiences in counseling.

I have never met a person who displayed the dogged determination and capacity for pursuing a long-range objective. He has been, and continues to be, a source of inspiration to those of us who were privileged to know him.

Some years ago, while sitting in my office, I heard a strange scraping and shuffling sound punctuated by intermittent tapping. Glancing at the entrance of our reception room, I saw a pale-faced, perspiring individual inching his way through the doorway on crutches. He walked with a scissors gait, his knees seemingly locked together with both legs splaying out from this position. He approached the receptionist and, with a smile we came to recognize as ever-present, he asked for counseling and the chance to learn to read.

Tom had come from a large family residing in a rural area. He was the apparent victim of a type of birth injury that made locomotion extremely difficult. When he reached the compulsory school age, he was tested by a psychologist and declared uneducable. As a consequence, he was denied exposure to a formal school experience up to the time he appeared in our office.

We determined that he was a nonreader. Total test results on an individually administered test of intelligence confirmed the earlier results of the original psychological appraisal. However, examination of individual responses to the test revealed that this young man had insight and abilities to generalize that are not found typically in the mental retardate. On the basis of this definitive though fragmentary evidence, a program of instruction was developed.

Over a period of time, Tom learned to read. He moved through our eighth-grade preparatory program and on to the eighth-grade completion class. His attendance record was remarkable, despite the most adverse weather conditions. This physically handicapped young man improvised a textbook bag that could be slung over his shoulders and boarded public transportation to get to the school.

Finally, Tom completed the eighth-grade program and received a diploma. This, we felt, was a real accomplishment for a young man who started his formal education at so late a date. However, Tom was not through. His next announced ambition was to take some high school work. He enrolled in the adult high school of our institution. Again, his attendance record was remarkable and his motivation strong. In time, Tom completed the high school program and received his diploma.

Not yet finished, this young man went on to complete one year of college successfully. Today, he is a lay brother in a religious order and serves as an assistant librarian. All of this came from a boy adjudged retarded and incapable of doing academic work.

Surely the key to his success was an unswerving commitment to a long-range goal.

The two cases rather clearly show that the two men had well-defined goals which highly motivated them. Their lives were not greatly complicated by emotional problems of a debilitating nature. Counseling with them became a comparatively simple process. They needed occasional encouragement and support, but, in the main, progress toward their goals was smooth and direct without presence of complicating factors.

The typical counselees we see today, as they come to us from various governmental programs, are quite different. We observe in them a host of intertwined problems that complicate the counseling process. On the basis of experience with this type of referral, we observe the following:

Characteristics of Basic Education Counselees from Governmental Programs

Student has feelings of despair. It has been observed that these individuals have feelings of hopelessness and helplessness which permeate their lives. Reiner and Kaufman in *Character Disorders in Parents of Delinquents*, stated that many of the parents of these families endure deep feelings of depression. This leads to overt behavior that is an attempt to ward off or defer such feelings. They drink to excess, fight, become sexually promiscuous.

Student has feelings of hostility. This is a characteristic we have been acutely aware of for many years. Our initial exposure to this facet of their behavior occurred with the compulsory age student, individuals, who, in large numbers, are enmeshed in the type of family matrix we are discussing.

We find that these people have strong feelings of hostility which gain expression in one or more of three ways in a school situation. They will (1) absent themselves from class, (2) attend class but act out their hostilities and disrupt the learning-teaching process or (3) they will attend school but effectively tune out what the instructor is attempting to communicate. The surface behavior is different in each case, but the feeding force is hostility.

Student has fear of authority. These people have a fear of authority which goes beyond normal limits. They are apt to feel intimidated by people they construe has having even minimal powers over them. Schools and health and welfare agencies are viewed as possessing this characteristic. Therefore, such individuals have a distorted understanding of their relationships to the various agencies in the community. They will see them as having much greater power than is actually true and they will see them as operating punitively, rather than as an agent of help and hope.

Student has lack of trust. The life experiences of the people under discussion have been highlighted by frequent experiences of rejection. As a consequence they have acquired very limited trust in the actions and intentions of others. They have few friends and very little social group participation. They cannot trust employers, school teachers, school administrators, social workers or any public officials. While they may be moved to express interest in the services of welfare agencies, they frequently fail to keep appointments and to follow through on planning. This situation repeatedly confronts the counselor and he is called upon to literally lead some clients by the hand in order to insure that they receive needed services.

The mistrust also derives from felt inadequacy in coping with the ordinary demands of adult life. They have had little opportunity to develop vocational, homemaking, or child rearing skills and, this lack brings criticism from others. As a consequence, they become adverse to a discussion of their problems openly with those who would help them. Fear of criticism leads them to a denial of existing troubles.

Student has lack of ego development. In a population of this type there will be occasional individuals who present a rather clear-cut picture of psychosis or a pre-psychotic condition. One will also see a sprinkling of rather severe neurosis. A considerable number will be categorized as "character disorders". This group has suffered arrest in their emotional development. Many of their responses are characteristic of what we encounter in children, rather than in adults. They find it extremely difficult to refrain from enjoying immediate gratification of their wants and needs. They have limited judgment and ability concerning the management of money. They are self-centered in the manner of the very young child.

Perhaps one brief case history will serve to illustrate some of the foregoing observations.

Joe is a twenty-three-year-old married man who is the father of two small children. He left public school in the ninth grade when he was sent to the State School for Boys. His work history has included a variety of unskilled jobs, most of which have centered around the restaurant business. Average hourly earnings were $1.15. At the time of entry into the Manpower Development and Training Act program, he was unemployed.

Two weeks after entering the program, Joe applied to our counseling center for help. He was experiencing financial and personal difficulties, he felt unable to resolve.

The counselor attempted to ease the immediate financial problem in two ways. He referred the young man to a worker at the State Employment Office to seek part-time work that would supplement his allowance for the MDTA program. Secondly, he sent the client to a counselor in our school who places students in jobs. Joe was given a position as a parking lot attendant. Hours were arranged, so that his duties on the lot would not interfere with his training program. Subsequently, we learned that he never reported for duty.

Joe's second problem involved his wife. She had become disenchanted with his seeming inability to get and hold a job that paid enough money to support the family. She was threatening to leave him and he asked the counselor to intervene. The wife was contacted and she was encouraged to nurture and support Joe through this critical period. She felt he had potential, but he had experienced personal adjustment problems that merited psychiatric assistance.

Shortly after this initial contact Joe suffered, what turned out to be, an epileptic seizure in the classroom. He was referred to his counselor who discovered that Joe had an established history of seizures. His physician was called and he volunteered the information that Joe had medication that controlled his *petit mal,* as long as he was faithful in taking it. This was confirmed by Joe who affirmed his neglect in following the instructions. He promised to be careful in the future.

Some time later, Joe experienced two more seizures. He was referred to the school doctor who expressed the opinion that it would be dangerous to have him work around stoves and hot water. At this point, the counselor consulted with the school psychologist who reviewed the case and recommended that Joe be referred to the State Department of Rehabilitation.

The counselor, following through on the recommendation, called the local rehabilitation caseworker and explained the apparent need for physical and emotional rehabilitation. Joe was quite willing to avail himself of this service and self-terminated from the MDTA program to make use of rehabilitation services.

Joe remained in contact with the counselor even after he left the program. On one occasion, he asked him to call the Chief of Police in his home community because he was threatened with being jailed. The police chief was assured that Joe was in the process of getting psychiatric help, and that the acting-out behavior which had brought him to the attention of the police, would probably not reoccur.

Within the last two weeks, this young man stopped in to visit with his former counselor. He is responding well to psychiatric treatment and he is attending school in another community where he is working toward a more realistic job objective.

This case serves to illustrate the multiple problems that can beset an adult client. It also serves to show that a counselor must become deeply involved in these difficulties and must be knowledgeable concerning community resources. It further suggests that counseling with such clients can be a time-consuming process that dictates a rather low client-counselor ratio.

It was this concern over client-counselor ratios that, in part, was responsible for the establishment of a different type of counseling program in our school some ten years ago, a program that was rather unique at that time, but has since become fairly common. The technique is group counseling, a method that enables one counselor to serve seven or eight clients simultaneously.

Our initial involvement was with our compulsory school age population. This group was comprised of young men and young women, who, in large part, had found it difficult or impossible to cope with the demands of public and parochial secondary schools.

Academically and socially, they were frustrated. Because of repeated failures, they frequently were transferred to, what we call, the Continuation Division of the Milwaukee Vocational Technical and Adult Schools. We found them to have a rather high degree of hostility which was, in many cases, accompanied by a disproportionate amount of anxiety.

Our rationale was that group instruction would provide the opportunity for these youngsters to develop some insights regarding their typical modes of reaction and expression. We hoped they would come to the point where they could openly explore their behavior and begin to make adjustments and accommodations to the world about them.

Without becoming involved in the detailed statistical analysis, I would like to state, that we demonstrated group counseling to be fully as effective as individual counseling. We later made this method an integral part of the curriculum for the compulsory age student. When the MDTA programs began to develop, we incorporated individual counseling and group counseling in the contracts.

We feel that group counseling is a mild form of group therapy. It differs from individual counseling in that it provides a give-and-take, which is much more like real life than individual counseling. Participants gain confidence and support from each other. Since they outnumber the counselor, they tend to endow him with less power than they would on a one-to-one basis. As a result, they are freer to express negative attitudes and personal weaknesses. They learn to realign ideas they may have concerning personal relationships, responsibilities, and obligations.

It is generally felt that individuals who participate in group counseling sessions need three qualities: (1) the ability to work in a group, (2) the ability to express weaknesses before a group, and (3) the ability to express aggressiveness coupled with a fair tolerance for tensions that are produced by hostile expressions on the part of the self and from others toward the self.

The counselor's role in this type of setting is not a passive one. If he is functioning effectively, he should be helping the group develop a sense of togetherness or cohesiveness; he should be helping the group to establish confidentiality, free communication, and trust; he should be helping the group to move through the various stages of development. The effective counselor should act by guarding against fear, threats, sub-group dominance, and by using such appropriate techniques as reflection, interpretation, clarification, probing, and summarizing.

If the counselor functions effectively with the group, there will be a steady progression through a series of well-defined stages:

> The introducing stage where goals and roles are discussed. This is a general orientation period.
>
> The social stage where members are friendly and somewhat overaccepting. At this point, they are primarily interested in bolstering their ego by insuring that others accept them.
>
> The transition stage where the people begin to talk about problems. However, they are guarded and limit their involvement to minor problems and confidences.
>
> The crucial regression stage where the group, if it has managed to establish itself as a cohesive unit with mutual trust and support, will move on to the final counseling stage. If this has not taken place, it will revert to the safer social stage.
>
> The work stage where the group really works at serious problems and accomplishes some of the objectives of group counseling previously described.

Our experiences with the group approach to providing counseling services have been generally successful. Reports of similar work throughout the country have also been good. It is our feeling, that some of the characteristics of agency basic education students are modifiable through this medium. And in other specific educational settings with adequate personnel and facilities to install such a program, we believe the results of a group approach to counseling would be gratifying.

* * *

COMMUNITY RELATIONSHIPS

WILLIAM R. KEARNEY
Public Information and Graphic Arts Consultant
Office of the Superintendent of Public Instruction
State of Illinois

In pursuit of a meaningful discussion of 'Community Relationships', attention must first be directed toward a definition of some fundamentals of communication agreeable both to the speaker and the listener. With agreement achieved on the communications level, effort must be expended toward a goal mutually esteemed by the writer and the reader through techniques known to all, but not used by many.

By his nature man is a selfish animal, making it necessary to establish communication with him which enables him to identify with 'self'. Further, man follows his nature in voluntary group combination, opening another channel of communication through 'group identification'. There are endless variations on the theme, but approach to a person or persons is almost invariably through one of these two channels. A reasonable conclusion therefore, is that since we are all members of some community of interest, we can successfully communicate within that community through employment of recognized techniques.

Those who would communicate successfully with their fellow men, whether by necessity or for some other reason, would be well advised to recognize the fact that their own particular topic is always of more interest to themselves than to others. For this reason, it is necessary to find a means of identifying with the person or persons with whom one wishes to communicate, otherwise the most precious message may fall upon deaf ears.

A famous philosopher once commented that facts are such stubborn things. This is indeed true. Science has accurately determined man's span of attention, and it is far shorter than most of us want to believe.

This makes it necessary to determine areas of identification quickly and to make the presentation at the time when receptivity is such that success is possible. This leads further into the whole science of determing appropriate times in which to press toward objectives and the science of avoiding untimely pitfalls.

One fine example is the timing of presenting needed public improvements to the electorate. A new school bond issue will find an unreceptive attitude if presented at the same time the annual real estate tax bill is in the hands of the voter. A far better time to communicate with him would be in the fall when he finds his child on a 'double shift'.

Some topics which must be communicated to the public are just simply not palatable, no matter how necessary. There are many instances where the finest and most reasonable presentation will be a failure. It is at this point that analysis will demonstrate a fact too often overlooked.

Communicating with people bears a striking similarity to borrowing money. We all know it is easier to borrow money when we don't really need it. It is also easier to communicate with people when we are not demanding a 'price' for their attention. This leads to the conclusion, that spadework done in a day-to-day program can often prepare the ground for a larger effort, which if presented on a one-time basis, might well fail.

It is necessary in establishing and enlarging relationships with others to make both a quantitative and a qualitative analysis of the persons and groups with whom we wish to communicate. Although it is not possible to make a completely accurate determination, it can be safely said, that at any given time, only a small number of any population sampling is interested in your specific proposition.

However, those who are interested, either through rational or emotional causes, must be dealt with. Again, a most stubborn fact! If the approach does not take this into account, the small number who are interested will soon awaken interest in a wider number, usually an emotional reaction which can be disastrous. Irrational though this may seem, it is part of the American scene, and those who do not heed the warning may find their ships dashed upon the rocks of unexpected controversy.

In the whole field of human conduct there is probably no area which holds such opportunity, and yet, is so fraught with dangers to the unwary, as communicating with each other. The skeptic questions whether two and two make four; the crossroads philosopher knows there is 'more than one way to skin a cat'; the lovers whisper soft words to each other; all are communicating, but is the message understood in the terms in which it is given?

There can be meaningful communication only when there is some common ground for understanding. The foregoing suggestions deal with some of the means of establishing channels through which understanding can be built. Building understanding requires, that the path leads to a goal viewed by both the petitioner and the respondent, as legitimate and worthwhile. The goal, which is as obvious as the desire of one seeking approval and support, is usually easier to attain, if it is viewed by others as desirable.

Many times an unworthy or unrealistic goal can be attained by showmanship or emotional appeal. Few such prevail over an extended period. The Volstead Act, or Prohibition, is an outstanding example of the latter. Perhaps, Hitler is an example of the former. By the same token, many a fine, and even necessary goal fails of accomplishment; re-appraisal and re-direction in these cases often snatches victory from the jaws of defeat. With the establishment of a worthy goal and an understanding of the audience, our approach to the practice of 'community relations' suddenly becomes easier; not simpler, just easier.

The infinitely complex task of dealing with people is no less complex, but now we begin to understand that most of the difficulty arises not from the failure of the listener to perform as expected, but from the inadequacy of the person seeking to convince. The comment is made that man does evil naturally but he has to learn to do good. It is equally true that man's attention can be most easily directed to things which satisfy his basic needs and desires.

It is possible, even probable, that advertising has carried this too far, but it is also possible that failure or refusal to accept man's vices as well as his virtues, can be a shortcoming.

Television has brought about a vast revolution in man's outlook and habits. Perhaps, it is of the same magnitude as that wrought by the first printing press. Whether one approves or not, the fact is, that on an average evening as many as fifty million people will be sitting with their eyes glued to this 20th century miracle or monster, depending upon your point of view.

The television tube has a voracious appetite and its consumption is almost beyond belief. Somewhere, there is a television camera waiting to capture you and your words. The time is up to you.

A glance at the statistics of the paper industry tells even the most casual observer that Americans are reading at a rate never before imagined. There is a lesson in this; your message has an excellent chance of appearing in print if you will exert a little effort to make it available. As with television, they just never find time to hunt you up.

The conclusion is inescapable; relate to the individual or to the group, in person if possible, and in a personal way. You stand an excellent chance of success in your undertaking. Relate in print, or through any other media available, but by all means relate!

Make certain that your presentation takes into account most or all of the factors mentioned above, and others which you will discover are peculiar to each special situation.

Build your relationships through imaginative means. Make it easy for others to understand what you are trying to accomplish. Enlist their support in helping you achieve the goal which you demonstrate to be worthwhile. Never lose sight of the human aspects of the people with whom you deal. Remember, everyone needs to be needed by someone.

Make it seem not only reasonable, but even compelling to co-operate with you in securing your goal, because they see your goal as their goal, your dream as their dream, and your success as their success.

* * *

PUBLICITY AND PROMOTION OF ABE PROGRAMS

JACK BOBAY
Director, Vocational Adult Evening School
Fort Wayne Community Schools

This paper is a review of some of the problems we've experienced and the procedures that were employed in starting the Fort Wayne Adult Basic Education program in the Fall of 1966. It is intended that the reader may profit from this information, and it is hoped that more educationally deprived Americans achieve the potential our democratic society promotes - that every individual develop his inherent abilities to the fullest.

In this connection, President Kennedy has said, "The greatest waste of our natural resources is the ability of our people which is not being developed." If ABE would contribute just one Salk, or Edison, or Ford from its potential students, the rationale for ABE would be upheld by the total society.

Adult education is a by-product of the vocational education programs. Now, adult education is developing identity and recognition based on merit, and ABE is making a significant contribution to this recognition.

The need for ABE can be justified by consulting the 1960 census figures. State departments can give you the number of persons who have not completed the eighth grade in your city, town, or county. Since people tend to upgrade themselves when threatened by a question from the census taker, the experts say, 'take the figures from the census report and double it.' This should be a reasonably accurate number to use in planning an ABE program.

Statistics identify the number of people who have not completed five years of formal education. The fifth grade is significant because much of the material written in newspapers is close to fifth grade level. Less than fifth grade reading level would preclude many persons from reading and understanding news copy.

Our local United Community Services organization prepared a study of census tract characteristics. The study was primarily concerned with measuring indices of potential for social problems. One study area analyzed the education of the people in the ten districts of the city. When the study was completed, we could identify the areas where the greatest concentration of people lived and who were lowest on the education scale. We felt that a publicity program directed at these areas would be more likely to reach the people who wanted and needed basic education. The central city running from east to west covered the people with the least formal education; seemingly the affluent society had moved north and south suburban.

We found many individuals who were concerned and willing to help the program become a reality. For example, most of the thirty-six agencies participating as recipients of United Fund monies have clients who need basic education. These agencies were sent information about the program. The undereducated seem to have more than an equal share of problems, which are a concern of United Fund agencies.

For our publicity and promotion to have substance we felt the importance of establishing an advisory committee. People serving on a committee of this nature should have a missionary spirit; they should have concern for others and especially the underprivileged and undereducated. They should be dedicated to improving the life of the undereducated adult. Some members of the advisory committee should be in a position to observe and know the handicaps of the undereducated. The committee should include people of influence, as their position in the committee will add stature and eventual acceptance of the program.

Our planning included development of a flyer describing our program. With the help of the person responsible for publicity in our schools, we titled the flyer, "The Key to the Future - Adult Basic Education", and printed fifty thousand copies. The Girl Scouts were contacted and they agreed to pass out the printed flyer on the Friday and Saturday preceeding the first class. Girls were stationed, in teams of two, at the supermarkets in the central city. Working in two hour shifts, they distributed twenty thousand flyers advertising the opening of adult basic education classes.

We also designed a poster, sixteen inches by twenty-two inches, and had eighty copies silk-screened. These posters were placed in the windows and on counters of the smaller merchants and stores in the target area. Stapled in the lower left corner of the poster we had twenty-five post cards addressed to the adult education office. A person could check, if he wanted someone to call and tell him more about ABE, and he could write in his name, address, and phone number. The postage was prepaid so that interested persons would incur no cost in requesting more information.

The principals in the school buildings were cooperative in helping to disseminate information to the patrons of their school and the general public in the area. They sent the flyers home with students and to PTA officers for distribution.

The Chamber of Commerce publishes a book identifying the service clubs, fraternal organizations, and principal industries in our area. We used the information in this book as a mailing list and sent the flyers with a cover letter explaining ABE to the various organizations.

The ministerial alliance is an organization of the Negro ministers in the community. By working with the president we were able to secure their support. Three thousand flyers were distributed on the Sunday before classes started. Several other churches, located in the target area, were contacted individually and given flyers to distribute.

The two newspapers, three television stations and four radio stations all gave us time and space in which to publicize our ABE program. Several of the larger industries ran stories in the company magazine or newsletter. Interviews were arranged, which included the appearance of students, on the television stations.

ABE was the topic of one meeting of the Economic Opportunity Council which is the advisory group for all E.O.C. projects in the area. Radio station WOWO had a reporter at the meeting who became interested in what we were doing. Immediately after the meeting, he conducted a taped interview, and during that same day, played the tape several times over the air.

One of our enthusiastic students wrote a letter to television station 21. A young man who had a program known as, The Noon Show, called and asked for an administrator and a student to appear with him on the program. The student we selected was fifty-eight years old and a part-time minister in his church. He had no formal training in church work and had left school in the fourth grade. His responses to the questions by the interviewer were most pleasing. So appreciative of his opportunity to learn, he told his television audience how much he had gained by attending ABE classes.

One social service agency, Neighbors Incorporated, which specializes in neighborhood organization, accomplished a great deal for us. The executive secretary recruited four volunteers who went door-knocking at homes where they suspected prospective students might live. They passed out the hand bills and encouraged the people to attend the school in that district.

One elementary principal sent a questionnaire to all homes in his district. The last question was, 'If classes for adults were offered in our school would you attend?' Affirmative returns were used for personal contacts in recruiting. The extension workers assigned to that school through Public Law 89-10 made the calls to the homes.

One of our most loyal supporters was the executive secretary of the local Office of Economic Opportunity. He helped persuade our superintendent that ABE was needed in Fort Wayne, and he used his workers to recruit students when his personnel were appearing before community associations and neighborhood groups.

The U.S. Employment Security Office was given information about the ABE program and referred prospective students, when interviews revealed a need for basic education. Posters were placed in strategic places in the Employment Security Office and flyers were freely distributed.

The Welfare Office and the Township Trustees Office were contacted and given information about ABE. There has been a steady stream of students enrolling from these sources. The Welfare Office also placed a representative on the ABE advisory board. In addition, the executive secretary of the Urban League proved an enthusiastic supporter of ABE, and he has sent many students to enroll.

Probably the best recruiter we have is the teacher, who does such a superior job of winning the confidence and respect of the students, that the student wants to share this experience with his friends. Word-of-mouth publicity by satisfied students is the most effective recruiting process.

Usually, the more education a person has the more likely it is that he will return for additional class work. Conversely, we believe that the less education a person has, the lesser the likelihood of return to the class room. We believe we have a difficult assignment in convincing the undereducated that great benefits can be gained through adult basic education. But we are sustained in the belief that through greater efforts in publicizing our program, we can recruit students who would not otherwise be aware of the potential benefits of basic education.

* * *

ADULT BASIC EDUCATION AND PUBLIC WELFARE

WILLIAM H. ROBINSON
Director, Cook County Department of Public Aid

Any discussion of adult basic education must proceed in terms of its relationship to the various job training programs that have been created on the federal, state and local level. A few years ago, too many people pinned too many hopes on job training and retraining alone. Many seemed to think that there were millions of people ready, willing and able to begin job training. There are mary that are ready and willing. But of ableness: How can you train a girl to run a typewriter if she can't read, write and spell? In state after state, it has been the experience of employment offices that screening of eight persons turns up only one qualified person.

Why is this so? The answer is quite simply, lack of education. A few years ago, 144,000 unemployed men and women in Illinois were surveyed and it was found that fully sixty-eight per cent had not finished high school and, that seventeen per cent had not even finished the eighth grade.

An even graver aspect is the number of persons twenty-five and over who are functionally illiterate. The *Census* reports, that in 1960, 8.9 per cent of the population of the City of Chicago, or a total of 190,752 persons were functionally illiterate: for the County of Cook, these figures are 7.4 per cent and 222,981 persons, respectively. Even this is an understatement.

In a Chicago study carried out in 1962, a group of welfare recipients was selected for intensive examination in the areas of social and educational background and level of formal education attained. They were then tested for the purpose of measuring the actual functioning level. This study revealed, that while only 6.6 per cent of the group had less than five years of education, 50.7 per cent were functioning at levels below the sixth grade, the level at which it is generally considered the individual possesses the minimal literacy skills to function in modern society. This definition, developed many years ago, is grossly out of date. The complexities of our modern society are such that, today, one could more truly define the ability to function as, at least, the high school graduate level.

The study showed also, that among the public aid recipients who reported a certain grade as their highest educational level, the average achievement never equaled that grade. Those who reported the eighth grade as their highest grade, averaged less than the fifth grade; those who reported graduation from high school were actually functioning at less than the seventh grade level. One hundred per cent functional literacy appeared only in members of the group who reported one or more years of college as their highest education.

With these facts in mind, the Cook County Department of Public Aid and the Chicago Board of Education announced a program of establishing a city-wide network of training and educational facilities for people receiving public assistance. At the present time, there are fifteen centers being used in the Adult Education Program. At the end of the last reporting period for April, 1967, there were 5,283 persons enrolled in these centers: 3,355 students were in the basic literacy classes and 1,922 students were in high school classes. Since the inauguration of the program in 1962, 3,556 individuals have completed the course of instruction; 1,070 have been graduated from the elementary level course, 262 from high school, and 2,224 have been upgraded.

The results are easy to see. These people go from their educational training into job training. We have, for example, an excellent training program that instructs ladies in the use of a keypunch machine. It is difficult to find personnel with the education and dexterity needed to operate such machines. They are not simple machines. When that particular program first began, we screened thousands of people to find a few hundred capable of benefiting from the training. But today, many of the graduates from the adult basic education centers go from one school directly to the other. They have been a great success.

The impact of these education programs can be seen in the simple figures on public welfare in Cook County. In May, 1962, there were some 289,276 people receiving assistance in Cook County - the high point since the end of World War II. One month later, the numbers receiving aid to dependent children assistance also reached a high point, when 197,055 people in some 43,000 families were helped.

Today, the picture is quite different. In June, 1967, 261,089 of the population were in need of assistance, a decline of 28,187, or almost 10 per cent.

During the same month, there were 186,203 members of some 39,000 families receiving aid to dependent children assistance, a decline of 5.5 per cent.

Why this decline?

Of course production has risen and the economy has often been overheated. Unemployment has declined and there are many jobs available to workers. But this is not the whole story; the economic boom exists throughout the country. Yet, in most states and urban centers, the numbers of people receiving assistance have risen, rather than declined. Why are Illinois, the County of Cook and the City of Chicago an exception? You need only look to the education and job training programs for the answer.

But our very success in these areas has created other and more difficult problems. Quite simply, adult basic education is not enough. Modern society, the speed of industrial change, the impact of automation and the alienation of many of the poor from society requires more than basic education.

I do not think that we can continue to speak only of functional literacy; rather, we must recognize the need for a general upgrading of educational levels and a broadening of educational backgrounds. The demands of this modern society require a high school or a junior college education for all who are to participate and partake of the fruits of society. Additionally, our modern economy requires a breadth of training, a general education that will permit the average individual to adjust to more than one position or more than one vocation during his lifetime. We can no longer afford to train narrowly. All too often, the narrowly trained find themselves trained for a job that no longer exists.

Today, the individual must have a broader background, in terms of which he can adjust to new jobs, new requirements on the job, and new outlooks. Adult basic education can no longer be defined merely in terms of making up for a lack in the adult's background. It must be defined in terms of the greater educational demands that society today places upon the individual.

As administrators of these educational programs, we must set our sights high. Otherwise, we will be in danger of developing a program applicable to yesterday, inapplicable in the present, and useless for tomorrow.

* * *

COOPERATION AND COORDINATION WITH AGENCIES

J. CLARK ESAREY
Assistant Director for Adult Education and
Coordinator of Adult Basic Education
Office of Public Instruction, Springfield, Illinois

Efficient accomplishment of many federal program missions depends in large measure on the quality, comprehensiveness, and degree of coordination of human resource planning efforts. The multiplicity of unrelated planning jurisdictions and activities now existing under various federal programs inhibits their most effective operation.

In order to fully implement a successful adult basic education program, the cooperation and combined efforts of many agencies and institutions is necessary. Most of us are cognizant of this necessity. It appears that we may be near the end of vast, new, far-reaching, federal legislation in the area of education programs for the undereducated and underprivileged adult. It is now time to devote our attention to refinement of programs and services bringing the full thrust of available program resources into a more cooperative and concerted effort. Federal legislation dealing with the complex human resources development areas cannot be made fully effective in the absence of interagency coordination, since these programs cut across departmental and agency lines at the federal, state and local levels.

The services provided for by the Adult Education Act of 1966, require maximum coordination and cooperation with agencies at all levels. The derived benefits from continuous liaison between various government agencies must include cooperative planning of related program goals, cooperative planning of service for mutual advantage, and a timely response to those operating problems, which, due to changing conditions, frequently require adjustments in nature and scope of services.

The Adult Basic Education Program in Illinois began with a cooperative agreement between the Illinois Department of Public Aid and the Office of the Superintendent of Public Instruction in 1963. This cooperative agreement was formed to take advantage of the provisions of PL 87-543, which provided seventy-five per cent federal reimbursement for the cost of education and training of public-aid recipients. Education and training were provided for under this agreement in the areas of basic literacy, general educational development, pre-vocational, and occupational training for public-aid recipients through the public schools. This program grew in size and complexity. With the passage of the Economic Opportunity Act, separate funds were provided for adult basic education under Title II-B, now Title III of PL 89-750. These funds were used to supplement the funds provided for education and training of welfare recipients.

Presently, there are many programs in Illinois that are funded jointly from these two accounts. For example, thirteen full-time day centers of adult education are funded primarily from these two sources.

During the past year, Senate Bill 1416 was passed by the Illinois legislature. There are several important parts in this bill, one of which is the appointment of an Adult and Continuing Education Council. This council consists of twelve members representing different agencies and institutions connected with adult education. The council coordinates adult continuing education in the state with the purpose of providing a more uniform and complete program, including funding and accounting activities.

Another important section in Illinois Senate Bill 1416 is the provision for two or more boards of education or junior college boards to jointly employ a director of adult education and to share utilization of buildings and equipment under the control of one or more of the participating boards. Such an agreement shall direct one of the boards to receive and disperse funds and to administer the program for the benefit of all participating school or junior college districts.

A third section of Senate Bill 1416, contains a provision, whereby the Superintendent of Public Instruction may contract to accept and expend the appropriations allocated to the various agencies. This section is designed for the purpose of promoting and establishing classes for the instruction of persons, age 21 and older, and of persons less than age 21, not otherwise in attendance in the public schools.

The passage of this bill advances coordination and cooperation in ABE programs within the state. Under the provision of the act, it is now possible for us to initiate programs of instruction in ABE with additional institutions and establishments which were prohibited in the past by state law. ABE programs can now be conducted in prisons within the state. Where it was possible, in the past, to conduct some ABE programs in prisons by going through a local public school and providing teachers and program materials through that school, it is now possible to go directly to the prison, utilizing the prison education staff.

The formation of the junior college district, as a separate institution from the public schools, left some doubt about the permissability of reimbursing such districts for conducting ABE programs. Under these new provisions this problem has been resolved. In this connection, we are exploring with adult education leaders at Danville Junior College and the Illinois Migrant Council, a program that can be established which would provide basic education and pre-vocational training for rural migrant workers. At the same time, we are hopeful of a grant from the Office of Economic Opportunity to implement such a program. In other areas, several jointly funded projects provide for basic education for migrant workers, while the Illinois Migrant Council provides stipends and other supportive services for the educational program.

Cooperative programs are now being developed with the Mental Health Department. Many people, who are rehabilitated through the work of this department, are very much in need of ABE as a part of the rehabilitation process. Currently, programs are developing in this area. For example, the Mental Health Department has requested help in staff improvement by establishing ABE classes and general educational development classes for their own employees.

One of the most significant projects has been the funding of ABE in programs of manpower training. It has been long recognized that ABE programs in absence of occupational and vocational training, or occupational training in absence of academic improvement has not been the best approach to the problem of solution of illiteracy and unemployment. In this area, jointly funded projects will permit us to provide the adult basic education portion of many manpower training classes.

Another major step for adult education in Illinois was taken on July 17, 1967, when Mr. Ray Page, Superintendent of Public Instruction, established within his office a Division of Continuing Education on a par with other divisions within the Office of Public Instruction, with Mr. Thomas W. Mann as Assistant Superintendent. This is the kind of status which is necessary on both a state and local level if the total adult education program is going to continue and grow.

One of the provisions in the new State Plan for Adult Basic Education for Fiscal Year 1968, is the priority attached to programs which have been developed in conjunction with community action programs, manpower training, vocational education programs, work study programs, work experience programs, and welfare and re-training programs. These programs represent a part of a coordinated attack on poverty within a particular community.

The advent of a host of federal programs has brought many new problems. Concern is frequently voiced about duplications and credibility gaps in the services offered. The intended beneficiary of these programs may be at a serious disadvantage in locating that program best suited to his individual needs. Many of the most needy may not be served at all, unless the people responsible, and that includes all of us in education, direct their efforts toward more cooperative and concerted goals, the purposes of adult basic education programs will not be served sufficiently to withstand the criticism.

* * *

COORDINATION OF FEDERALLY FUNDED PROGRAMS

BERTHA SOBOL
Manpower Development and Training Act Coordinator
Chicago Area

The Manpower Development and Training Act continues to play an important role in the development of our human resources, providing as it does, new hopes, new skills and new jobs for so many of the underprivileged. MDTA is now in its fifth year. In the few years of its existence, it has gone through significant changes, not only in program emphasis, but in the nature of the relationships with other federal programs and with other agencies, both public and private, who are concerned with manpower problems.

In the next fiscal year we can hope to serve only a small number of those who need training in order to help them 'make it back' into the world of work. It must be understood that MDTA cannot, nor was it ever intended to resolve all the conditions which give rise to the problems of poverty and unemployment. However, to the extent that MDTA becomes part of a comprehensive Manpower Planning System, we can be assured that the funds which are available will be used to the best advantage, for the unemployed worker who needs training, in meeting the needs of industry, and in ensuring the most economical and efficient utilization of resources.

The Manpower Development and Training Act in itself is an act which requires the cooperative efforts of the U.S. Department of Labor and the Office of Health, Education and Welfare, and their counterparts at the state level, the State Employment Service and the State Vocational Boards. The act requires that these two agencies work together toward the implementation of MDTA programs, each bringing to the task that 'expertise' for which it is known.

Since training programs are developed in the local area, this involvement brings into the picture the local school systems. These relationships cannot help but to foster a greater degree of understanding, cooperation and exchange of information which extends beyond the limitations of the MDTA programs.

One of the earliest efforts at providing for coordination under MDTA was the development of local advisory committees. These committees are set up in every area where the Employment Service has ongoing training programs. They provide for representatives from labor, management, local schools, vocational education, the local Office of Economic Opportunity, the Bureau of Apprenticeship and Training, Selective Service, and the Division of Vocational Rehabilitation. Training needs and training plans are discussed with the local committee, as shown in the following excerpt from the MDTA Handbook:

> .....the local committee helps in assessing present and future economic needs and manpower problems in the area, obtaining cooperation of employers in occupational surveys, provide advice on training objectives, obtain commitments from employers to hire trainees and help create an atmosphere that will encourage acceptance of manpower training and placement programs. The committee should call attention to and publicize local manpower development plans and programs. The committee operates in an advisory capacity.

The concept of involving labor, management, the general public and public and private agency representation is carried on a step further. In Illinois, for example, two major manpower advisory committees have been established which serve the Chicago Metropolitan area and the counties other than Cook. Just as the local committees concern themselves with the problems of the local community, so do these larger committees concern themselves with the problems of the area for which they are responsible.

Cooperative and coordinated ventures do not stop with the advisory committees. (Other papers in this publication have indicated areas in which cooperative efforts have resulted in effective program implementation). The Employment Service has for many years had an effective working relationship with the Illinois Department of Public Aid that provides for counseling, testing and placement services to welfare recipients. With the advent of manpower training programs a new dimension was added. In the Chicago area, for example, priority of referral to training of qualified recipients is an accepted policy. Under the MDT Act, welfare recipients may receive either a regular training allowance, if they meet eligibility requirements, or an incentive payment if they are eligible and receiving aid under certain grants. They have proved invaluable in recruitment.

To make certain that these relationships are a part of every state program, the guidelines for the operation of MDTA for Fiscal Year 1968 provide that at least fifteen per cent of the training slots be designated for public aid recipients. Another example of cooperative effort includes the contract which was recently concluded between the Employment Service and the Cook County Department of Public Aid. This contract provides for the assignment of social workers to a major MDTA project on a permanent basis. They would then be available immediately to follow through on problems which affect the trainee's chances to remain in training (these are problems which are beyond the scope of the school or Employment Service counselor). Funds for this program were provided under MDTA.

Hopefully, as we go, we will learn how best to coordinate between agencies, and see more continuity in the services which are provided.

The examples described indicate how agencies may work together in instituting programs and in pooling resources. But it is apprent that they do not begin to approach the need for comprehensive planning of overall program operation.

Effective this fiscal year, the Comprehensive Manpower Planning System was inaugurated to deal with this problem. Federal legislation that deals with the complexities of manpower problems and human resources development make such interagency coordination mandatory, not only in the planning stages, but also during program operations. The basic mission of the CAMPS structure is to provide planning for a coordinated program of manpower services and cooperative implementation of programmed operations.

CAMPS provides for the participation of related federal agencies with widely varying legislative authority and procedures. They include the Department of Labor, Department of Health, Education and Welfare, Department of Commerce and the Department of Housing and Urban Development, and their state and local counterparts. Thus, the Manpower Administration under the Department of Labor is involved. So, also, is the Office of Education, Bureau of Adult and Vocation Education, Welfare Administration and Vocational Rehabilitation under HEW, Office of Economic Opportunity.

Committees will operate at designated area levels - at the state, regional and national level. Committees will operate as permanent ongoing committees, whose responsibility is the development of manpower plans for the upcoming fiscal year, the preparation of periodic progress reports, the assurance of effective and timely implementation of approved plans, the implementation of plans with the resources available, the establishment of interagency relationships and service agreements, the exchange of data of mutual interest, the dissemination of information and the promotion of community-wide acceptance of successful joint endeavors.

In Illinois, we have every reason to be encouraged by the response of the participating agencies. We feel we are on the way to achieving what is a primary goal - that is, full endorsement, maximum feasible participation, and the most effective utilization of available resources in a concerted attack on poverty.

* * *

SCHOOL HEALTH IN ADULT EDUCATION

HARRY C. BOSTICK
Coordinator, School Health Services
Illinois Department of Public Health

In school health we tend to look at the health program of a school district or an institution as consisting of three parts. These three parts, which also apply to adult education programs and institutions are (1) school health services, (2) healthful school living, and (3) school health education.

The ideal school health program is based on accepted standards and is adapted to a particular community. It is influenced by local customs, the variety of professional personnel available, and the local awareness of health needs. Health services are designed to protect student health and to allow each student to reach and to maintain his best possible state of well-being.

The three important areas of school health services are (1) health appraisal, (2) health counseling and interpretation, and (3) emergency care for injuries and sudden illnesses.

During the delivery of school health services that are designed to meet the educational and health needs of adults, it is essential to secure health appraisal information concerning the physical, mental and emotional condition of the student. Such information may be obtained through inquiry of family members, observation and screening by school personnel, and health examination by professional personnel.

In health consultation and interpretation an adult should assume some responsibility for the protection of his own health. He should be helped to understand the meaning of his health record. The interpretation should be presented in a way that will help the student understand his needs and want to change faulty health habits or practices, seek correction for handicaps and overcome unhealthy personal problems such as malnutrition or abnormal weight. A student should know when he needs medical and dental care, why he needs it, as well as how to obtain it. Helping adult students secure treatment and other needed attention for health problems that are identified by health appraisal procedures is an important aspect of health services.

Ideally, in thinking about emergency care, everyone on a school staff should be available to administer basic first aid. As a minimum standard, at least three persons trained in first aid, teachers or members of the office staff, should be available at all times in each building. The contents of the first aid kits and the type of first aid administered should be designed with the advice of the medical advisor of the school in cooperation with local medical and dental societies.

In considering healthful living, every school administrator has responsibility for safeguarding the health of the students by providing wholesome physical conditions with appropriate attention to school building construction, lighting, heating, ventilation, acoustics, equipment, and housekeeping practices.

Provisions must be made for safe water and waste disposal and for food service, if required. In addition, the schedule should be organized so as to promote healthful practices and protect adult students from excessive curricular and extracurricular pressures. Such planning should provide adequate time for food, relaxation, exercise and recreation, as well as for study.

The third part of the school health program is that of health education. Health education programs are a vital force in closing the gap between scientific health discoveries and their application. Health education is an applied science concerned with man's understanding of himself in relation to health matters in a changing society. It is not the hygiene of yesteryear. It is not physiology, anatomy, biology, physical education, or physical fitness. It is an academic discipline unto itself. Health education should provide the essential scientific health knowledge needed by the adult and should foster wholesome attitudes and practices for healthful living.

I think it might be pertinent to look at some of the health problems of our adult population. The population of the United States is growing so rapidly that the number of people in this country is expected to reach 200,000,000 between 1965 and 1970, and may have reached this figure already. The primary reason for this increase lies in the imbalance between the birth and death rates. Except for the 1918 influenza epidemic, the general trend of the death rate in the United States has been steadily downward and it has reached a plateau in recent decades. The population of the country is not only growing larger, it is growing older. Today, in the average American community, about two-thirds of the population are over twenty-one years of age and half of these adults are forty-five years and older. There are more adults fifty years and older than there are children of compulsory school age.

Industrialization and changes in agriculture have caused a shift in the location of the population from farm to city. Approximately two-thirds of the total population of the United States now lives in the cities or on the fringe of cities. Only about one-third live on the farm.

The age of the population, its concentration in urban areas, and the problems of modern living in a heavily industrialized society are creating new problems with tremendous health implications.

Mortality statistics point out some of the health problems which afflict adults. Heart disease, cancer, cerebral hemorrhage, pneumonia, influenza, accidents, arteriosclerosis and hepatic disease are the major causes of death in the older age groups; they also take their toll among young adults.

Types of acute conditions with a duration of three months or less among adults are similar to those among youth. Respiratory infections, gastrointestinal distrubances, and injuries are recurring causes of disability and absence from work. There are fewer illnesses and absences of short duration with older age groups, but the disabilities are more severe. The severity rate for each acute illness increases with age. Except for injuries, females experience higher incidence of acute conditions than males.

Chronic illnesses present another problem. These illnesses now cause approximately two-thirds of all deaths in the United States. The basic characteristic of chronic disease is its long duration, often necessitating medical care for months and sometimes for years. Among the important chronic diseases are heart disease and allied conditions, renal disease, nervous and mental disorders, tuberculosis, cancer, diabetes, allergy, arthritis, and alcoholism.

Impairments are chronic or permanent residual effects of disease or injury, principally involving the musculoskeletal system of special senses. Such common impairments as poor vision, blindness, reduced hearing or deafness, speech difficulties, paralysis, orthopedic defects, loss of one or more body members, handicap thousands of adults. About one-third of all impairments are caused by injury.

Accidents to adults are a major killer and crippler. Accidents, exclusive of motor vehicle accidents, are among the ten leading causes of death for each adult age group and for the age groups 25 to 34 and 35 to 44 years. Motor vehicle accidents are also among the top ten causes of death. Next to motor vehicle accidents, falls are the most common cause of accidental deaths among adults.

A national health survey reveals that each person has slightly more than two weeks of disability from all causes, each year. As might be expected, the disability rate starts at a low of six days for children under five and climbs steadily to an average of twenty-one days for an age group from 45 to 64 and reaches a peak of forty-four days for the age group over 65. Among the employed, there is an annual loss of almost eight work days per person because of illness or injury.

Problems of mental health among adults are widespread and ill-defined. To a greater or lesser degree, millions have mental health problems, varying from minor personality disorders to violent disturbances. The fast tempo of life, the competitive pressure of economic stability, and the instability of family life all affect our equilibrium. The main problem is to convince people that emotional distrubances do exist, that they are a kind of sickness, and that many of them can be helped by psychiatric treatment.

Obesity, which is defined as twenty per cent above desirable weight, is a health impediment for many adults. It predisposes an individual to hypertension, diabetes, hepatic disease and other complications. It has a negative influence on mortality rates. Excessively overweight men and women have death rates which are fifty per cent higher than the average for their ages. Obesity is invariably caused by eating foods that contain more calories than the body uses in daily activity. In a few individuals low metabolism may be a contributing factor. Emotional influences, particularly boredom and loneliness, may lead to compulsive eating and obesity.

Self-medication is one of the biggest health problems facing the American public, today. The amount of money spent in self-medication far surpasses that spent for legitimately prescribed drugs. The sale of 'home medicaments' in one year amounts to somewhere between a half to three-quarter billion dollars. Some of these preparations are harmless, while some are worthless. Some are injurious. Intelligent use of medical services is a worthy objective of adult health education.

It is important for adult educators in thinking about health services in an adult education program to determine the existence and extent of health problems in the community. Some of the techniques that may be used to determine the community health problems are:

1. Analysis of vital statistics: marriages, divorces, births, deaths and reported diseases.
2. Environmental surveys to determine the adequacy of such items as water supply, sewage and garbage disposal, food and restaurant sanitation, housing, insect and rodent control, and industrial hygiene.
3. Multiple screening tests: applying a series of approved laboratory tests and procedures to a large segment of the population on a voluntary basis to help detect physical impairments and incipient disease.
4. House to house canvasses.
5. Reports of observation by public health personnel.
6. Inventory of community health services and facilities.
7. Intensive status-studies of such problems as dental health, nutritional health and mental retardation.

To cite a practical example, I would like to describe briefly a program that was conducted as a cooperative venture between the Adult Education Department of the Office of the Superintendent of Public Instruction for Illinois and the Illinois Department of Public Health.

During the many planning sessions attended by professional staff members of both organizations, it was felt, that for years we had been working with teachers of students on teacher observation of potential health problems, and that we were fairly well equipped to conduct in-service education programs for teachers of the school age child.

We did feel, however, that there was quite a void in the area of adult education. It was decided that a pilot project would be conducted within the state, in which a program of in-service education on health matters of adults could be developed by local health and adult education authorities in a given community. The community selected was Peoria. With much local planning, the program was developed. Mornings were devoted primarily to discussions of the function and available services of a local health department. Recognizing that all communities do not have a local health department, there will be some health authority, even if it is on a regional basis.

In the afternoon, a time was given over to a discussion of specific problems. These problems had been presented by the teachers to the adult education administrator prior to the meeting, so that they could be printed and discussed by one of the health authorities of the community. It is significant to note some of the questions that were in the minds of the adult teachers.

A brief evaluation of this pilot project showed that it was well-received by the staff of the Peoria adult education center. Both of the state departments involved felt that this was worthwhile, and we are now hoping to extend this program state-wide.

In conclusion, it is apprent that health is one of the persistent interests of the adult. The desire to retain the buoyancy of healthy youth, to avoid feelings of discomfort, and to experience the joy of perfect body functions is universal. The relationship between health, happiness and economic security becomes increasingly apparent as one grows older. Adult basic education has a very definitive role in assisting adults achieve a state of physical, social and mental well-being.

* * *

ADULT EDUCATION IN PRISONS

JOSEPH C. VITEK
Warden, Illinois State Penitentiary at Pontiac

The problems of school drop-outs are being felt more acutely in all areas of the community, and the penal institutions of Illinois are certainly no exceptions. Statistics tell us that approximately ninety per cent of all youthful commitments in the Illinois Penitentiary System are school drop-outs. Records of the State Penitentiary at Pontiac (an institution for younger offenders) indicate, that out of 777 inmates received during the 1966-67 fiscal year, the average age was 19.9 years and the grade placement average was only 7.35. Forty-one of these youthful offenders are classified as 'functionally illiterate'.

It has been long recognized by penologists that education is one of the most effective tools within a prison in the rehabilitation or treatment program. The Illinois Department of Public Safety, a leader in rehabilitation through education, has been singled out internationally for its work in prison education. Education, as a potent weapon in changing the values and mores of mankind, has returned many hardened criminals to the free society and a new life.

At the onset of sentence in the Illinois system, the inmate is sent to one of two receiving centers, or diagnostic depots. At these locations he is tested extensively to determine his mental aptitude and vocational interests. The results of this examination period are used to classify an inmate for assignment to the appropriate institution. After arrival at the assigned branch, the test results are again used to help locate the individual in a specific task.

All the penal institutions in the State have varied programs of training that are highly beneficial to the individual inmate. Available training comprises highly formalized academic instruction as well as apprenticeship in over fifty trades.

The major institutions (Joliet-Stateville, Menard, Pontiac) have academic programs from the first grade through the fourth year of high school. The Pontiac elementary school is completely staffed with local, certified civilian instructors provided for under the Economic Opportunity Act, Adult Basic Education, Title III, wherby the federal government funds ninety per cent of the cost and the institution the remaining ten per cent. This program, through EOA, Title III, began with a seven week summer session on July 6, 1966; it was continued through the 1966-67 school year three nights per week; and another seven week session was carried on this past summer. The school is again being conducted three nights per week for this school year.

These schools are supervised by competent certified teachers. The instructors of the high school, on the other hand, are inmates of the prison. Frequently, penal schools are limited in scope because the small number of civilian certified teachers are limited by budgets and appropriations. Supervisors can effectively organize inmate teachers into well-rounded, stable instructors in particular fields of speciality. The use of college trained inmates as instructors is most desirable. However, an inmate with a high school education that displays a propensity for any of the primary, elementary, or even secondary subjects, can do an excellent job of teaching, if he is properly instructed in the mechanics of teaching. Curriculum must be explicit in sequence of subject matter, for example, so that the inmate instructor will concern himself with only the presentation of the subject matter and not the development of curriculum. When an inmate has served as an instructor for a period of time, it is not unusual to see him become involved with his civilian supervisor in the development of curriculum.

A high school correspondence course offers still other possibilities for those inmates who do not attend our full-time school. Approximately two hundred fifty inmates are presently studying by correspondence.

One of the foremost concerns in maintaining an educational atmosphere in a penal situation is the maintenance of disciplined study. Particularly at Pontiac, we find that young men, who have heretofore lacked proper discipline in previous educational pursuits, can readjust. An academic education presented in a sound and interesting manner as well as placing demands on the student, can be a challenge that inmate students want to meet. A program such as ours could not possibly exist without good disciplinary practice.

Several years ago, a dream of correctional educators was realized, when the first full-time Junior College Program ever offered inmates of a penal institution, was instituted at Joliet. This is being done (on-campus, so to speak!) through the media of television. Instruction is sponsored by the Chicago Junior Colleges and televised on Chicago's educational, Channel 11. The penitentiary student is capable of participation in all courses. He is, by necessity, excluded from field trips and commencement in Chicago. Instead, a special commencement is held at the penitentiary during an assembly of the inmate population. It should be noted that these full-time college students are consistently at the head of the entire class.

A similar TV college program, via Channel 11, was implemented at Pontiac in September, 1966, and in July, 1967, two inmates received an Associate in Arts degree as a result. In addition to the above college curriculum, Joliet, Menard, and Pontiac encourage inmates to take college correspondence classes through the various accredited universities. For a number of years, Menard Penitentiary has arranged for college extension courses offered by Southern Illinois University at Carbondale. The Joliet and Pontiac institutions have an extension program with Northern Illinois University at DeKalb; Pontiac offers two years of college and Joliet offers the third year of college through extension.

It was mentioned above, that over fifty trades were available at the various institutions. The institutions at Joliet, Menard, and Pontiac have vocational schools where all of the major trades are taught. Competent vocational supervisors are responsible for the schools; inmate instructors, again, do the teaching. In many cases, it is the student in the vocational school who becomes so advanced that he is appointed to serve as an instructor.

Subjects taught in the schools include the major trades: welding, auto repair, printing, masonry, radio and television repair, typewriter repair, carpentry, sheet metal work, drafting, etc. The vocational schools, as well as the academic schools, are full-time assignments for the inmates in attendance.

Presently, the academic schools at Pontiac have approximately 300 students. On June 29, 1967, we first occupied our new high school building. This addition doubled the capacity of the school program and our projected academic school enrollment is about five hundred students. There are, now, over 550 inmates assigned to vocational education. Of this number approximately fifty inmates are studying to become master barbers at the Pontiac Barber College. Menard and Joliet also have barber colleges.

Not to slight the ladies, the Illinois Reformatory for Women at Dwight conducts a beauty school. In addition, the Dwight Reformatory has an elementary and secondary educational program that uses civilian instructors and also the services of MPATI, the airborne television program that originates at Purdue University in Indiana. Dwight also participates in the Channel 11 TV College through the Chicago Junior Colleges.

Our school programs are accredited; for example, the elementary school program is conducted under the auspices of the County Superintendent of Schools. The high school program is similar to that of local high schools; final accreditation is granted by the Illinois State Superintendent of Public Instruction through the G.E.D. testing program and certification. Various vocational school graduates receive vocational school certificates as in the Menard heavy equipment operator's school where students receive certification through the State Superintendent of Public Instruction, Division of Vocational Rehabilitation.

In addition to our academic and vocational instruction classes, a program of religious instruction is conducted in the institution under the supervision of full-time Catholic and Protestant chaplains who strive for, and achieve, spiritual regeneration of inmates.

In May of 1963, a new program was introduced into the penal system. The prisons are now offering courses entitled, "Guides for Better Living". These are 16 week courses that meet two and one half hours weekly. The main purpose of the course is to guide individuals in the science of success through formation of a positive mental attitude. The equivalent course is offered to the general public at various places at approximately $140.00 per enrollment. The prisons are fortunate to have Mr. W. Clement Stone, President of the Combined Insurance Company of America defray the expense of this undertaking. Approximately 1,000 inmates and 150 officers have taken the course at the Pontiac Branch under the sponsorship of Mr. Stone. In addition, many hundred inmates and several hundred more employees have received the same course at the Joliet-Stateville Branch and the Dwight Reformatory for Women. The inmates of the institution have received this program with enthusiasm and demonstrated by their participation and interest in subject matter.

We stated that prisons were not excepted from the school drop-out problem. When the school drop-out comes to us, it appears there is little hope for him.

However, new inmates to the Illinois Penitentiary System are quick to realize this fallacy. Perhaps for the first time, they realize they can change their future economic and social position in a free society without returning to a life of crime. We know, in many cases, if an inmate had not come to prison, his education would have terminated at the drop-out point. Men come into our institutions unable to sign their name or tell time by the clock; others have a high school education, but desire a trade. Whenever possible, the prison education system attempts to aid an inmate to improve his education. We are hopeful that the educational system of our prisons not only affects the individual inmate, but also the community to which he will return. Our goal is to return individuals who are useful to themselves, as well as to the society who expects good citizenship.

* * *

ERIC Clearinghouse
FEB 16 1968
on Adult Education